DOCUMENT RESUME

ED 445 834 PS 028 938

TITLE	Chapin Hall Center for Children Projects and Publications, 2000-2001.
INSTITUTION	Chicago Univ., IL. Chapin Hall Center for Children.
PUB DATE	2000-10-00
NOTE	86p.; For 1999 guide, see ED 435 488.
AVAILABLE FROM	Chapin Hall Center for Children at the University of Chicago, 1313 East 60th Street, Chicago, IL 60637; Tel: 773-753-5900; Fax: 773-753-5940; Web Site: http://www.chapin.uchicago.edu.
PUB TYPE	Guides - Non-Classroom (055) -- Reference Materials - Bibliographies (131) -- Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adolescents; Adoption; *Child Welfare; Children; Community Development; Foster Care; *Intervention; Juvenile Courts; Juvenile Justice; Program Descriptions; *Public Policy; Research and Development; *Research Projects; School Business Relationship; School Community Relationship; *Social Services; Well Being
IDENTIFIERS	Family Preservation Services; Family Support; *Policy Research; *University of Chicago IL; Welfare Reform

ABSTRACT

This guide chronicles the ongoing work and writings of the Chapin Hall Center for Children at the University of Chicago, a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children. This guide, organized by major research area, presents an overview of the research and policy issues involved, describes Chapin Hall research in each area, and lists relevant projects and publications. Chapin Hall's research agenda currently includes the following major areas: (1) children's services, covering problems that threaten children and the services designed to address those problems; (2) primary supports for child and youth development, concerning the community resources that enhance the development and well-being of all children; (3) community building, focusing on development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families; (4) schools' connections with other organizations, examining the range of institutions that foster children's learning and development; (5) international projects, covering Chapin Hall's involvement with children's policy issues, researchers, and research centers in other countries; and (6) special projects and consultations, covering a range of projects, often undertaken in collaboration or consultation with other organizations. (KB)

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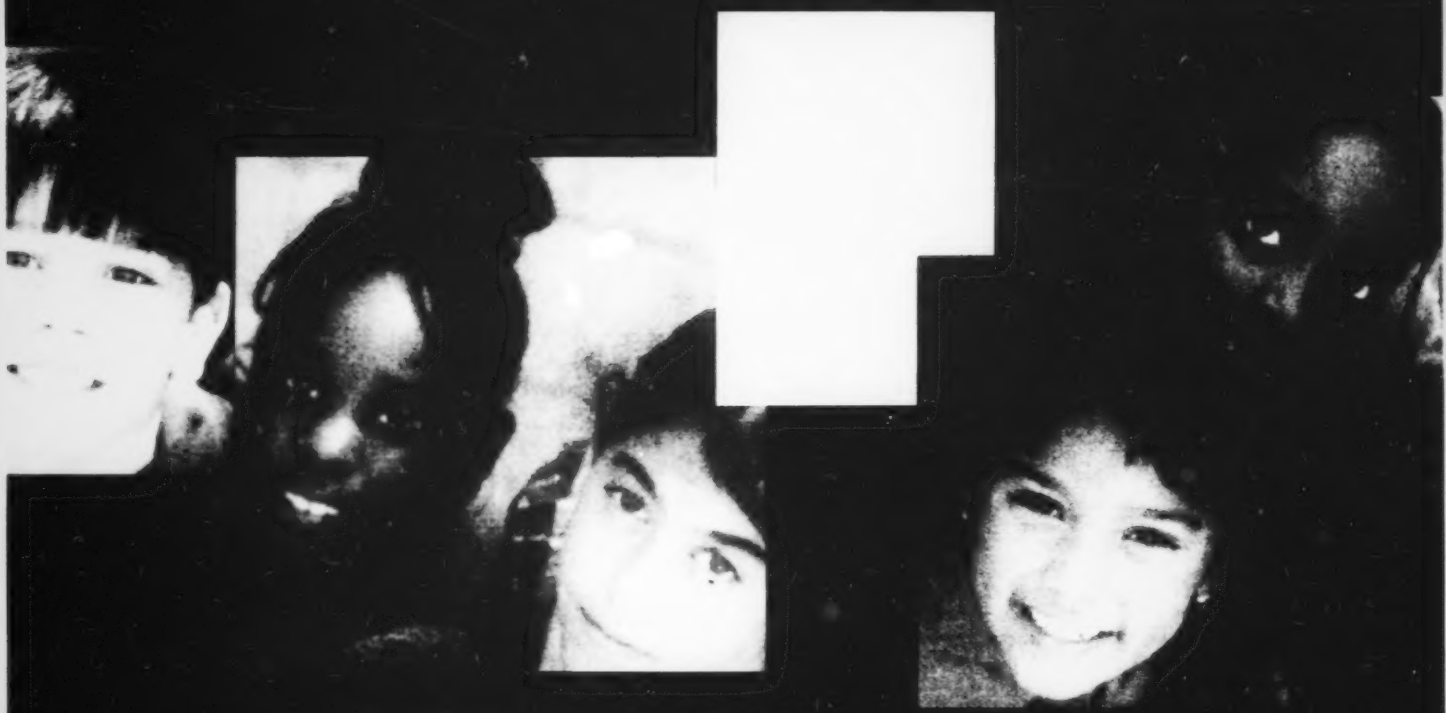

Projects and Publications

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How to Use this Guide

Information on Chapin Hall's current and recently completed projects is presented in individual project descriptions under each of the Center's major research areas. The year shown for each project is the year of the project's actual or expected completion. For additional information on a project of interest, please contact one of the staff members listed in the project description.

Publications resulting from Chapin Hall work are presented in two ways: below project descriptions when publications are tied to listed projects, and under the heading "Publications Resulting from Earlier Research" when they are not. Most of the publications published by Chapin Hall fall in one of several series: Chapin Hall Reports, Discussion Papers, Working Papers, and reprints. In addition to these, the listings include work by Chapin Hall researchers published by others in a variety of formats.

This symbol indicates that a publication is available; a description of the publication follows. When no or publication description follows a project description, there is currently no publication available from that project. When new publications become available between issues of this guide, notices are sent to those on the Chapin Hall mailing list.

All items published or distributed by Chapin Hall are available from the Center. An order form is included in the pocket. For publications distributed by others, ordering information is provided with the publication description.

A number of Chapin Hall publications are also available at no charge on our Web site, www.chapin.uchicago.edu.

CHAPIN HALL
Projects and Publications

Chapin Hall Center for Children at the University of Chicago was established in 1985 as a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children.

The Center devotes special attention to children facing significant problems, including poverty, abuse and neglect, and mental and physical illness, and to the service systems designed to address these problems. But Chapin Hall's focus takes in all children and a broad view of their needs. This view includes children's potential as well as their problems, and the supports needed to foster their development—beginning with their families and communities—as well as the services to address their problems. This view shapes the Chapin Hall research agenda, which currently includes the following major areas:

- Children's Services, covering the problems that threaten children and the services designed to address those problems, including child welfare, the juvenile court, and children's health and well-being in other areas
- Primary Supports for Child and Youth Development, concerning the resources in communities that enhance the development and well-being of all children, including parks, community centers, arts programs, and sports leagues
- Community Building, focusing on the development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families, as well as specific issues in community building, such as governance
- Schools' Connections with Other Organizations, examining the range of institutions that foster children's learning and development, including not only schools but also families, businesses, services, communities, and the relationships, actual and potential, among them
- International Projects, covering Chapin Hall's involvement with children's policy issues, researchers, and research centers in other countries
- Special Projects and Consultations, covering a range of projects, often undertaken in collaboration or consultation with other organizations

Chapin Hall's work in these areas is characterized by a dual commitment to the worlds of research and policy. This requires that we meet both the exacting standards of university research and the practical realities of policy making, that we work both to advance knowledge and to disseminate it. Chapin Hall is also committed to diversity not only of race, ethnicity, gender, sexual orientation, and physical ability, but also of experience, discipline, and viewpoint.

The projects and publications described here not only present our collective efforts to date but also embody our institutional commitments—to children, families, and communities, to research and policy, and to diversity.

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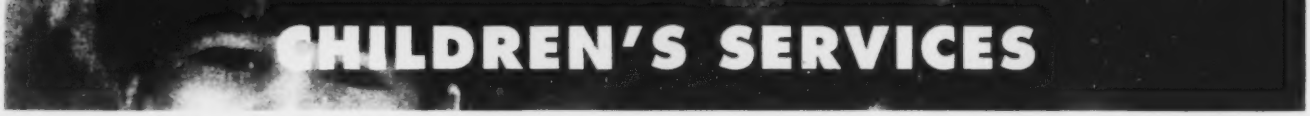

CHILDREN'S SERVICES

Children's policy has long had as its central concern meeting the needs of children who face such profound problems as abuse and neglect, family poverty, and parental substance abuse. Children turn to the systems of children's services for alleviation of these problems, through foster care, family preservation, income supports, and other programs. The well-being of children and families often depends on the availability and effectiveness of these services.

Effectively planning, managing, and evaluating the service system response to child and family, in turn, depends on sound, timely, and relevant information. One of the driving forces in establishing Chapin Hall as a children's policy research center was a commitment to providing this information. Accordingly, one of Chapin Hall's earliest focuses was the development of accessible, affordable data for analyses needed by policy makers, service providers, and others responsible for or concerned about services for children and families in distress. Developing methods for acquiring and analyzing administrative data—the data routinely collected by service agencies but not often fully exploited—as a resource for policy, management, evaluation, and other research has been a major focus of Chapin Hall's work in children's policy and a major contribution to the field.

Chapin Hall researchers not only developed administrative data as a resource but also advanced its use as a research method. At Chapin Hall it has been applied to a range of the most significant issues in children's policy over the last fifteen years. This work has been complemented by research on some of these same issues using a variety of additional methods.

Current and Recently Completed Work in Children's Services

Chapin Hall's current and recent work in Children's Services spans the following areas: **child well-being indicators**, **social services for children and families**, **economic programs for children and families**, and **developing data for research and policy purposes**.

Child well-being indicators. A demand for efficient means of illuminating both the condition of children and the performance of the service system responsible for assisting them has helped create an emphasis on well-being indicators for children's policy research. Chapin Hall's work in this area is a major manifestation of Chapin Hall's commitment to information in the service of children's policy. Current and recent work in this area—at the state, national, and international levels—includes the forthcoming publication of a new volume in the Chapin Hall *State of the Child in Illinois* series.

Social services for children and families. Chapin Hall's research on social services for children and families addresses many key components of the child welfare system, including substitute care and adoption, family preservation and reunification, and the juvenile court's roles in child protection and delinquency. Some of the current projects in this area illustrate a trend in the development of this work—from a focus on individual agencies, through a broader focus encompassing multiple agencies and jurisdictions, to an emerging emphasis on working across the public and private sectors and involving both service providers and community actors in addressing children's needs. One example among a number is the new report from the Multistate Foster Care Data Archive that demonstrates the growth and power of Chapin Hall's now longstanding cross-state extension of work in substitute care and adoption. Chapin Hall's evaluation of a new foundation initiative in child protection, which is attempting to foster cooperation between service providers and community representatives, exemplifies the convergence of interest and involvement in this area.

Economic programs for children and families. Children may be affected not only by reform of the child welfare system but also by welfare reform, as it affects the financial condition and self-sufficiency of their families. Major initiatives in welfare reform in every state have created an intense demand for data to evaluate the impact of reform. Recent work includes examinations of welfare-to-work programs in Illinois and investigations of the different ways in which families use cash and noncash assistance. Also, Chapin Hall researchers are beginning new

research to examine the patterns of childcare subsidy use and their effects on attaining self-sufficiency in Illinois, Massachusetts, and Maryland.

Data for research and policy purposes. Chapin Hall's longstanding commitment to developing data to support policy and programmatic decision making continues across many issue areas. Interest and urgency have been added to work in this area in recent years as a result of widespread activity in child welfare reform. Chapin Hall has been closely involved, for example, in the development of performance measures for agencies providing child welfare services to the City of New York. These measures are critical to a reform initiative designed to divert funds from treatment to prevention.

Projects and Publications

The remainder of this section presents descriptions of current and recently completed projects in Children's Services. Any publication resulting from a listed project, published by Chapin Hall or others, is described below that project. Publications resulting from earlier projects are presented separately.

Child Well-Being Indicators

The State of the Child

Robert Goerge, Bong Joo Lee

The State of the Child project takes a comprehensive look at the current condition of Illinois children in the closing years of this century and will serve as a key information source for those planning policy and program reforms affecting children. The dramatic changes in social policy for children and families underway at both the federal and state levels are prompting states to implement reforms in education, income maintenance, health care, services for abused and neglected children and their families, and services to children with disabilities. As a result of increased state responsibility and flexibility, children's experiences in the welfare and human services systems have changed and are expected to continue to change.

The State of the Child project chronicles the well-being of Illinois children over the last decade, and as such can be used as a baseline against which to measure the effects of many of these substantive policy changes. Using survey and administrative data, the project compiles information on several indicators of child well-being. The data, spanning 1989-98, highlight not only the current state of the child, but the general improvement over time in the lives of children -- as well as areas that need further attention. The *State of the Child* report, currently in process, will significantly expand on previous editions. Topics in this volume will include the changing demographics of Illinois children, children's health, education, violence by and against children, changing family structure, child poverty, the multiple human services children use, the experiences they face in the child welfare system, and the lives of children with special needs. In addition, the volume will offer a broad overview of the economic supports on which all families rely, both low-income and others. Data will be broken out by four regions: Chicago, the inner ring of Cook County suburbs, the collar counties, and the balance of the state. Chapin Hall's analysis is distinguished from the many other policy research projects by the ability to look at children directly, not only at the programs that serve them.

Kraft Foods, Inc. has made a lead grant in support of this project. Additional support has been provided by the Helen V. Brach Foundation of Illinois, the Field Foundation of Illinois, the Lloyd A. Fry Foundation, the Hummel Foundation, the Polk Bros. Foundation, the Michael Reese Health Trust, and WGN Children's Charities. Associated publications listed below. 2000.

The State of the Child: 1985

Mark Testa, Edward Lawlor 1985

A Chapin Hall Report

CS-04 $10.00

Sponsor: Lloyd A. Fry Foundation

The State of the Child: 1980

Mark Testa, Fred Wulczyn 1980

A Chapin Hall Report

CS-01 $10.00

Sponsors: Chicago Community Trust, the Joyce Foundation, and the Ford Foundation

The *State of the Child* reports document and analyze trends on a range of indicators illustrating aspects of the condition of children in the state of Illinois. The reports discuss the demographic characteristics of the total child population, its distribution through the state, the composition and characteristics of the families in which children live, and children's economic status, health, and other characteristics. The reports present and analyze data on such topics as infant mortality, child abuse and neglect, children living in poverty, children in substitute care, teen pregnancy and parenthood, and youth alienation. The data presented are drawn from a wide variety of published and unpublished sources, including the 1980 United States

Census and administrative data from state agencies. The later report compares the condition of children in 1985 with their condition five years earlier and identifies key policy changes that occurred during the period.

Children and the State: Responsibilities and Expenditures

Rob Hugi 1983

A Chapin Hall Report

CS-02 $10.00

Sponsors: Joyce Foundation, the Chicago Community Trust, the Bush Foundation, the Pittway Charitable Foundation, the John D. and Catherine T. MacArthur Foundation, the Ford Foundation, the Prince Charitable Trusts, the Bowman C. Lingle Trust, the Illinois departments of Public Aid, Public Health, and Commerce and Community Affairs, and the Illinois Law Enforcement Commission.

A companion to the 1980 *State of the Child*, this report provides a comprehensive view of the state of Illinois's then-recent efforts on behalf of children. It describes the state's legal responsibilities toward children and the programs and expenditures authorized to meet their needs. The report was written to illuminate trends detailed in the *State of the Child: 1980* and to provide a basis for assessing the proper role of the state in children's lives.

Advancing States' Child Indicator Initiatives

Harold Richman, Mairéad Reidy, Robert Goerge, Allen Harden, Bong Joo Lee, Joseph Ryan, Ada Skyles, Fred Wulczyn

The aims of this project are to promote state efforts to develop and monitor indicators of the health and well-being of children during this era of welfare reform and shifting policy, and to help institutionalize the use of indicator data in state and local policy making. With support from Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services, thirteen states have joined in partnerships with research and policy experts and federal staff to develop and apply indicators of well-being among children in policy making and implementation (participation of an additional state is supported by a private foundation). Chapin Hall is helping to meet the technical assistance needs of states in this endeavor. Researchers at the Center are convening a series of meetings at which state teams meet to exchange ideas and knowledge. The meetings held so far have addressed such topics as conceptualizing and developing childcare, school readiness, and health and well-being indicators; using an indicator framework to monitor welfare reform and other policy changes; and technological, analytical, and data availability issues in indicator development. The Center has also encouraged states to take the lead developing and refining indicators; meetings were hosted by Rhode Island to develop child care and school readiness indicators, and by Minnesota to explore the potential of positive indicators. Continuing work with states will include additional collaborative meetings as well as continuing to work individually with states around specific needs and to encourage them to build technical partnerships and to forge external contacts. Associated publications listed below. 2001.

Advancing States' Child Indicator Initiatives: A Summary of the Meeting of November 16 & 17, 1998

A Chapin Hall Working Paper 2000

CS-58 $5.00

Advancing States' Child Indicator Initiatives: A Summary of the Meeting of April 28 through 30, 1999

A Chapin Hall Working Paper 2000

CS-59 $5.00

Proceedings of the New England Meeting of the State Child Indicators Projects: Forum on School Readiness and Childcare Indicators

A Chapin Hall Working Paper 2000

CS-60 $5.00

Promotional Indicators Forum: A Summary of a Meeting Attended by Grantees of the Advancing States' Child Indicator Initiatives Project and the STATES Initiative/Family Support America Project

A Chapin Hall Working Paper 2000

CS-61 $5.00

These four working papers summarize the meetings of the above project.

Potential and Problems in Developing Indicators on Child Well-Being from Administrative Data

Robert Goerge 1997

Published in *Indicators of Child Well-Being* by the Russell Sage Foundation.

The author discusses current uses of computerized administrative data, suggesting that its potential is not being fully exploited, and argues that administrative data could be a more efficient source for creating indicators of child well-being. The author argues that to further capitalize on the data's strengths,

a uniform code should be developed and applied to render the various datasets comparable for cross-state comparisons and by professionals in a wide variety of disciplines. The author also offers some possible indicators to use in creating a uniform code. Ideally, the author argues, administrative data would be linked with other forms of data, such as Census data and birth certificates. Such links are useful for addressing questions of welfare policy, service management, and children's well-being over time. The author also suggests that administrative data would be more effective if its accessibility were increased.

Russell Sage Foundation
112 East 64th Street
New York, NY 10021
Phone: 212/750-6000
Fax: 212/371-4761

Quantitative Indicators of Family Strength and Well-Being

Harold Richman, Mairéad Reidy, Robert Goerge, Ada Skyles, Allen Harden, Bong Joo Lee, Stephanie Limoncelli, Fred Wulczyn

With funding from the Annie E. Casey Foundation, Chapin Hall researchers have furthered their work on developing and using quantitative indicators of child well-being by exploring the use of community-level indicators of family strength and well-being in neighborhood-transformation initiatives.

The work has included documenting examples of quantitative indicators of family strength and well-being used by fourteen comprehensive community initiatives (CCIs) across the country. The sites were chosen as examples of initiatives with at least some program activities targeted to children and families and with ongoing evaluations in place. As well as documenting the indicators in use, Chapin Hall researchers have raised data considerations in developing new indicators and have suggested some steps the Casey Foundation might take as they develop usable indicators for the Neighborhood Transformation/Family Development Project. Researchers argue that the selection of core or salient indicators must typically be guided by the theory of change in operation at the neighborhood level. In addition, a host of indicator attributes must be taken into account in screening any pool of potential indicators, in determining the centrality of indicators, or in selecting measures. We focus in particular on data accessibility and clarity in interpretation.

The Casey Foundation will use this review of measures and indicators in its efforts to design an initiative to help rebuild a selected group of disadvantaged communities. 1998.

Chicago Community Area Public Health Child and Adolescent Fact Book

Bong Joo Lee, Lucy Mackey Bilaver, John Dilts, Robert Goerge

Policy makers, community organizations, and community residents need up-to-date, reliable information about the well-being of their children at the community level to better plan, implement, and monitor programs and policies. Although the need is well recognized, very little up-to-date, reliable information is available. In collaboration with the Children's Health Data Lab at Children's Memorial Hospital, Chapin Hall researchers have developed key child well-being indicators for a community area public health fact book that will meet data needs at the community level. Using data from a variety of sources that include state of Illinois and city of Chicago administrative data systems and the U.S. Census Bureau, the project developed up-to-date key child and adolescent well-being indicators, such as number of births to unwed mothers, infant mortality rate, number of child victims of abuse or neglect, number of children and adolescents involved with crime as victims, and number of children receiving TANF/Medicaid/food stamps at the Chicago community level. This project was funded by the Children's Memorial Hospital. 1999.

Social Services for Children and Families

Child Abuse and Neglect Interventions

Child Abuse and Neglect

Deborah Daro, Anne Cohn Donnelly

Although much research has been conducted on the causes of child abuse and neglect, incidence remains high. With a grant from the Chicago Community Trust, researchers Daro (from Chapin Hall) and Donnelly (from the Kellogg School of Management at Northwestern University) will examine how the public's response to and public policy on issues of maltreatment could be modified. There are often disagreements among the decision makers about appropriate program strategies and policy approaches. Issues of contention include whether preven-

tion should be the focus of efforts to reduce child abuse, what definition of child abuse should be used and what are the implications of a chosen definition, whether child abuse issues can be grouped with broader topics such as domestic violence, and if we know enough to move beyond pilot efforts.

Using the Delphi technique—a method for seeking agreement among a group about ideas or goals—data has been obtained from over 100 respondents involved in establishing and directing child abuse interventions as well as from reports compiled by others on how the nation should address the child abuse problem. The project also will analyze other social movements that have met with success to identify critical, common elements. Using this information, the research team will focus on several areas in which new strategies need to be developed in order to more effectively address the child maltreatment problem. 2002.

Community Partnerships for Protecting Children

Robert Goerge, Stephen Budde, Deborah Daro

The Edna McConnell Clark Foundation has initiated Community Partnerships for Protecting Children to help social service professionals and community representatives work together to develop effective strategies for reducing child abuse and neglect. The initiative is being conducted in sites of 50,000 to 70,000 people within four cities: Cedar Rapids, Iowa; Jacksonville, Florida; St. Louis, Missouri; and Louisville, Kentucky. In contrast to current approaches to child protection, the Foundation aims to develop approaches that are more comprehensive, preventive, community based, and outcome focused. Initiative strategies also attempt to provide ongoing community and informal supports for families and to involve families in decision making. Chapin Hall is conducting a two-year evaluation of the implementation of a set of core strategies developed by the Foundation and the Center for the Study of Social Policy. This evaluation will employ multiple quantitative and qualitative research methods to examine a number of factors in the implementation of the initiative: the progress of the sites in implementing and refining these strategies, barriers to implementation, positive and negative consequences of implementing specific strategies, governance and decision-making processes of the Partnerships, collaboration and coordination among service providers, changes in policies and practices, the views of the wide range of people involved in the Partnerships, and the role of technical assistance providers in facilitating change. 2000.

Publications Resulting from Earlier Research

Poverty, Early Childbearing, and Child Maltreatment

Bong Joo Lee, Robert Goerge 1999

Published in *Children and Youth Services Review*, Volume 21, Numbers 9/10.

This article examines the incidence of three categories of child maltreatment—sexual abuse, other types of abuse, and neglect—among the 1982-1988 birth cohorts in Illinois. In an effort to broaden our understanding about how social factors influence child abuse and neglect, the authors examined the effects on child maltreatment patterns of seven independent variables—mother's age at birth, community child poverty rate, birth year, region, sex of the child, birth order, and race or ethnicity. The results indicate that maternal age and poverty are important factors in all types of child maltreatment allegations. The findings suggest that efforts to lessen the economic stress faced by young mothers while helping them to improve their parenting skills will have a direct effect on reducing child maltreatment

Abuse and Neglect: Effects of Early Childbearing on Abuse and Neglect of Children

Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper

CS-40 $5.00

The authors examined the effects of teenage motherhood on the incidence of child abuse and neglect, foster care placement, and the duration of that placement, using the Integrated Database on Children's Services in Illinois (see p. 32).

The authors found that the incidence of child abuse/neglect and foster care placement were notably higher in cases of children born to teenage mothers. However, the duration of placement was not markedly different when the analyses controlled for other factors. The paper demonstrates that the incidence of teenage motherhood, with its higher incidence of foster care placement, is costly for the overburdened child welfare system.

The preceding is a chapter in *Kids Having Kids: Economic Costs and Social Consequences of Teen Pregnancy*, a Society for Research on Adolescent Social Policy Best Book award winner, 1996.

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Published by the Urban Institute Press
P.O. Box 7273, Department C
Washington, DC 20044
Phone: 202/467-5775
Fax: 202/261-5775
E-mail: pubs@ui.urban.org
$22.95

Understanding Decisions about Child Maltreatment

Peter Rossi, John Schuerman, Stephen Budde
Evaluation Review, January 2000
Sponsor: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

To understand how placement decisions are made in abuse and neglect cases, the authors asked child welfare experts and protective service caseworkers to make decisions based on written summaries of actual child abuse and neglect cases. The findings reveal that experts and caseworkers vary widely on decisions on identical cases, leading to the conclusion that decision making in the child protective system is inconsistent and lacking in structure. Most striking, the authors find little basis for defining "good practice" standards. Although there did appear to be some general principles used in making decisions – in the sense that certain characteristics of cases (especially prior complaint records) played important roles – workers and experts varied widely in how each weighed those characteristics in making placement decisions. The findings point to a clear need for great improvement in both validity and consistency in decision making and the need for a set rationale for making decisions that safeguard children – removing them into custody when warranted, referring families to services when appropriate, and closing cases when neither placement nor services are needed.

Understanding Child Maltreatment Decisions and Those Who Make Them

Peter Rossi, John Schuerman, Stephen Budde 1996
A Chapin Hall Working Paper
CS-41 $5.00
Sponsors: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

This paper centers on four critical questions: How much agreement is there among child welfare experts and child protective workers about decisions in cases of abuse and neglect? What are the factors that influence decisions? How does the presence of family preservation services affect decision making? How do differences among experts and workers' backgrounds and professional orientations relate to their decision-making tendencies? The authors' answers to these questions, based on their study of the views of child welfare experts and child protective service workers, are presented in the paper. This research yielded important information about the lack of consistency in definitions of imminent risk of placement and the need for greater training of investigative workers on decision making.

Problems and Prospects in Society's Response to Abuse and Neglect

John Schuerman, Julia Littell 1995
A Chapin Hall Working Paper
CS-33 $10.00
Sponsor: U. S. Department of Health and Human Services

The authors begin with an analysis of the current situation in child welfare and go on to review the research literature on family preservation programs, concluding that these programs have very modest effects on the functioning of families and children. To cope with the dramatic increase in demand for child welfare services, given the uncertain benefits of family preservation, the authors suggest a new set of guiding principles to structure child welfare systems. These principles include limiting responsibility of the state to the following: responding to physical injury to children caused by abuse and neglect and to high risk of serious harm, in order to minimize state intervention into family life; drawing the line between in-home and out-of-home services less sharply so that they constitute a continuum; and broadening services available to families so that there are many more alternatives for families and for workers trying to help them, and more scope for experimentation with new service approaches.

Child Abuse and Neglect Decision Making in Cook County

John Schuerman, Matthew Stagner, Penny Ruff Johnson, Edward Mullen 1989
A Chapin Hall Working Paper
CS-16 $5.00
Sponsor: Illinois Department of Children and Family Services

This report summarizes the findings of a study aimed at providing an empirically based description of decision making by workers and supervisors of the Illinois Department of Children and Family Services in Cook County in cases of child abuse and neglect. The report presents an overview of the process of handling cases of child abuse and neglect, examines in detail several key decisions that affect the outcomes of cases, and presents some overall observations about the decision-making process.

Research, Practice, and Expert Systems

John Schuerman 1995

Published in *Practitioner-Researcher Partnerships: Building Knowledge From, In, and For Practice*, edited by P. Hess and E. Mullen. Published by the National Association of Social Workers Press.

The author has spent considerable time investigating the decision-making processes of expert practitioners in the field of child welfare to inform the development of expert systems. Expert systems are computer programs that advise on decisions to be made in individual cases, and the design of such systems requires substantial understanding of how decisions are made. One potential benefit of expert systems would be to make the expertise of skilled caseworkers available to inexperienced caseworkers. This chapter considers some of what the author has learned about caseworker decision making and the implications of his findings for the development of expert systems and for the use of research-based knowledge in practice.

Expert Systems and Ordinary Research as Sources of Practice Guidance

John Schuerman 1992

Published in *Research Utilization in the Social Services* by Haworth Press. Edited by A. Grasso and I. Epstein.

The author draws on extensive interviews with expert staff members of the Illinois child welfare agency for this discussion of expert systems and classical research as sources of guidance for practice activities. The author compares the two sources of decision-making support and raises considerations that affect their use. He also suggests ways that expert systems and research might contribute to each other.

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10 Alice Street
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Phone: 800/429-6784
http://www.haworthpressinc.com

Expert Systems and the Development of Knowledge in Social Welfare

Edward Mullen, John Schuerman 1990

Published in *Advances in Clinical Social Work Research* by the National Association of Social Workers Press.

The chapter discusses expert systems and their basic concepts and then describes the authors' work on the development of an expert system. The chapter also considers issues that have arisen in the authors' work on a closely related topic, the nature of decision making in social welfare, and the ways in which knowledge and skills enter those decisions.

National Association of Social Workers
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Expert Consulting Systems in Social Welfare

John Schuerman 1987

A Chapin Hall Working Paper
CS-09 $5.00

Also published in *Social Work Research and Abstracts* (Fall 1987).

Expert consulting systems, developed out of work in the field of artificial intelligence, are computer programs that can be asked to give advice on the solution of problems. This paper describes the origins and characteristics of expert systems, the circumstances under which they might be useful in social welfare, and issues and problems relating to their implementation.

Community-Based Mental Health Services and State Hospital Reentry Among Illinois Youth: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper
CS-39 $5.00

Sponsor: National Institute of Mental Health

This paper focuses on the efficacy of community-based mental health services in reducing the reentry of children and adolescents to inpatient psychiatric treatment in state hospitals, and seeks to identify risk factors associated with such reentry. The authors used data spanning five years (1987-92) from the Integrated Database on Children's Services in Illinois (see p. 32). The study has been the subject of two recent articles in the *Journal of Child and Family Studies:* "State Hospital Reentry Among Youth with Serious Emotional Disturbance: A Longitudinal Analyses" (Vol. 6, No. 3, 1997) and "Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois" (Vol. 6, No. 2, 1997).

State Hospital Reentry Among Youth with Serious Emotional Disturbance: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1997

Published in *Journal of Child and Family Studies*, Volume 6, Number 3, pp. 373-383.

Demographics, service history, and diagnostic characteristics of a youth's environment following his or her discharge from psychiatric care were examined in order to determine whether they had an effect on the likelihood of a youth's reentry into a state hospital. Specifically, the analysis examined the environ-

ment of reentrants and those who did not return. The environment of the reentrants during their time away from the hospital was examined in relation to its effect on the individual. Variables such as gender, ethnic background, age at first admission, area of residence, length of index hospitalization, and the presence of a psychotic diagnosis were all considered.

Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois

Thomas Pavkov, Robert Goerge, John Czapkowicz 1997

Published in *Journal of Child and Family Studies*, Volume 6, Number 2, pp. 221-231.

Numerous factors can affect lengths of psychiatric hospitalization among youth, including diagnostic and treatment variables, the availability of outpatient care services, and policy changes in the mental health system. There has been little research, however, to determine what demographic, clinical, and service-related variables are associated with lengths of stay. Using data from Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 32), the authors examined factors associated with the length of psychiatric hospitalizations among youth in state hospitals between July 1, 1987 and June 30, 1992.

Cash Subsidy Payments to Families with Children with Disabilities

Robert Goerge, Maria Minor, Ruth Osuch 1995

A Chapin Hall Working Paper

CS-38 $5.00

Sponsor: Illinois Department of Mental Health and Developmental Disabilities

The paper presents the results of a four-year evaluation of the Family Assistance Program (FAP) in Illinois. FAP provides cash subsidies to families of children with severe emotional disturbances or developmental disabilities. According to the report, this program reduced the need for families to face the costly and emotionally taxing decision to place their children in residential care, especially with long-term involvement in the program. The program also helped families to meet their individual needs and bolstered parental self-esteem and greater closeness among family members.

Use of Multiple Human Services by Illinois Children and Families: The Use of Administrative Data for Research Purposes

Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, Allison Gordley Harris 1995

A Chapin Hall Working Paper

CS-32 $5.00

Sponsors: American Enterprise Institute, U.S. Department of Health and Human Services

How might public social services be improved in their responsiveness to children and families, particularly low-income families with multiple, interrelated social needs? To inform this debate, the researchers documented the extent of the multiple needs of children and families by analyzing the simultaneous use of five state-administered human services (Aid to Families with Dependent Children, Medicaid, food stamps, special education, and child welfare services) by a cross-section of Illinois children and families. This paper presents the results of that analysis, along with preliminary results from a longitudinal analysis of the use of welfare and child welfare services by a 1988 cohort of children born to Illinois families new to the system. The authors found that on June 1, 1990, in Illinois, 25 percent of all children received at least one major state-sponsored human service; in Chicago, 38 percent of all children used at least one service. A majority of children in the human services system statewide used more than one service at the same time.

Rethinking Child Welfare Services in Illinois: A Summary of Findings from the Children's Policy Project

Matthew Stagner 1993

A Chapin Hall Report

CS-29 $10.00

Sponsors: Illinois Department of Children and Family Services, the Spencer Foundation, the Chicago Community Trust, the Field Foundation of Illinois, the Robert R. McCormick Charitable Trust, the Ford Foundation, the Helen V. Brach Foundation, and the Gaylord and Dorothy Donnelley Foundation

At the request of the Department of Children and Family Services, Chapin Hall undertook a comprehensive study of DCFS. This project examined the legal foundation, structure, funding, client population, use of evaluation, and goals of the child welfare services system in Illinois to provide a review of and recommendations for the operation of the current system, and to offer one or more alternative approaches that the state might employ to improve its ability to respond to children's needs. The results of the study were widely disseminated through this published report and through briefings of public officials and private providers of human services. In addition to suggesting ways that the existing child welfare system could be improved, the report outlines a wholly different approach to child welfare. This involves refocusing the state system on the families of children who are at greatest risk of harm and developing a comprehensive, community-based system of services available for voluntary use by other families — those in which DCFS finds no immediate risk of harm to children and those who have had no contact with DCFS but find themselves in need of assistance. The project's alternative approach to human services planning and delivery was endorsed in a *Chicago Sun-Times* lead editorial in December 1993, when the report was released.

The report summarizes study findings concerning most aspects of the department's operations, structure, and functioning. It documents growth and change in the foster care caseload in recent years, the significant overlap between the client population of DCFS and the client populations in other human services agencies in the state, and a number of problematic areas in the structure and procedures of the agency.

The Family, Welfare, and Homelessness

Peter Rossi 1990

A Chapin Hall Working Paper

CS-23 $5.00

This essay describes homelessness as a symptom and result of other problems in American life, places the rise in homelessness in a historical context, and compares the homeless population with the population of extremely poor people who are housed. The author finds that the homeless population at the turn of the decade was characterized not only by relative youth and a high proportion of minorities, but also by high rates of alcoholism, drug abuse, and mental disability and by the absence of sustaining family ties. The essay analyzes the adequacy of policies at that time and recommends others that might alleviate homelessness in the United States. Published with permission of the *Notre Dame Journal of Law, Ethics, and Public Policy*, where the essay first appeared.

Mental Health Planning for Emotionally Handicapped Children in Illinois

Joan Costello, Robert Goerge, Rebecca Krantz 1989

A Chapin Hall Working Paper

CS-22 $10.00

Sponsor: Office of the Governor

Commissioned by the Office of the Governor, this paper assesses the need for child mental health services in Illinois and describes how that need might be addressed by government and other responsible parties. It examines the state's progress toward a community-based system of mental health services and discussed what further action was needed. The appendix, "Data Requirements for Planning Child and Adolescent Mental Health Services in Illinois," describes the administrative data then available to construct a picture of the mental health needs of children in Illinois.

A Study of Chronic Illness Among Children in Illinois

Elizabeth Kutza, Arthur Kohrman, M.D., Harold Richman 1988

A Chapin Hall Report

CS-15 $10.00

Sponsor: Colman Fund for the Well-Being of Children and Youth

This study, conducted in conjunction with researchers at La Rabida Children's Hospital and Research Center (Elizabeth Kutza and Arthur Kohrman), was one of the first to systematically analyze the extent and nature of chronic illness among Illinois children and to identify the difficulties that children and families face in dealing with chronic illness. The report presents these findings along with ways to improve social services to chronically ill children and their families.

The Use of Computerized Data in Child Welfare Case Management

Mary Ann Hartnett, Mark Testa 1988

A Chapin Hall Working Paper

CS-13 $5.00

Sponsor: Chicago Community Trust

This paper describes a two-year project designed to create a computerized case assessment and planning system in collaboration with the Illinois Department of Children and Family Services. The project's goals were to create a longitudinal database on children in substitute care, to conduct research on trends in the placement careers of children, and to explore potential uses of computerized data at all levels of the child welfare agency. The paper identifies problems associated with caseworkers' lack of access to basic information on children and their placements, and discusses how computerized data might aid them in their work.

The Social Support of Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

Mark Testa, Linda Bowen 1987

A Chapin Hall Working Paper

CS-12 $5.00

Sponsor: U.S. Department of Health and Human Services

This paper presents the results of a longitudinal study that sought to identify factors associated with adolescent welfare mothers' ability to achieve self-sufficiency. Through analysis of a probability sample of 575 AFDC (Aid to Families with Dependent Children) recipients living in Cook County in 1981, the study explored the degree to which informal and formal social supports mediate the disruptive effects of adolescent childbirth on the process of educational attainment and independent household formation among groups of African American, Puerto Rican, Hispanic, and non-Hispanic white adolescent females receiving AFDC.

Children in an Aging Society: Treasured Resource or Forgotten Minority?

Harold Richman, Matthew Stagner 1986

Reprint from *Daedalus*

CS-06 $5.00

Children are making up an ever-smaller proportion of the nation's population. The authors explore the implications of this trend for children and children's policy. As other segments of the population grow, will the needs of children be neglected? Or will children, as an increasingly precious element of society, become the focus of more intense concern and care? How might children's policy best be formulated under these conditions?

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

Harold Richman, Matthew Stagner 1986

A Chapin Hall Working Paper

CS-08 $5.00

Sponsor: Chicago Community Trust

The objective of this study was to document the extent to which welfare families use social service providers and their experiences with social service providers, as well as reasons that families do not seek help from them. Based on interviews with 737 Chicagoans who headed households with children and received welfare, the study found that nearly half of the respondents had not turned to social service providers for assistance during the preceding year. The study also found that 73 percent of the help-seeking experiences of all families studied did not involve social service providers, and that families relied most heavily on informal helping networks for assistance with their problems.

Social Services for Children: Recent Trends and Implications

Harold Richman, Matthew Stagner 1986

A Chapin Hall Working Paper

CS-07 $5.00

Deinstitutionalization had a significant and enduring impact on the way that children with special needs are cared for in this country. This paper explores factors impeding the provision of social services to children outside institutional settings and puts forward a concept of *social care* that the authors identified as having potential to help social service agencies respond more effectively to the needs of the young.

Child Welfare in Sociological and Historical Perspective

Mark Testa 1985

A Chapin Hall Working Paper

CS-05 $5.00

This paper presents an overview of the development of child welfare in the United States, from the removal of children from almshouses in the nineteenth century to the extension of due-process rights to juveniles in the 1967 Gault decision. The social trends and concepts that have informed child welfare are analyzed, and issues relevant to the future of child welfare policy are discussed.

Evaluation of the Illinois Department of Public Aid Young Parent Program

John Schuerman, Fred Wulczyn, Naomi Farber 1984

A Chapin Hall Working Paper

CS-03 $5.00

Sponsors: Illinois Department of Public Aid and National Opinion Research Center

The long-term objectives of the Young Parent Program were to reduce dependency and promote effective family planning among teenage parents on public aid. The program's services included assistance in returning to school, vocational training and job placement, training in English as a second language, birth control education and referral, and parent education. The evaluation consisted of a randomized experiment with an implementation component designed to assess the program's evolution over time.

Substitute Care and Adoption

Multistate Foster Care Data Archive

Fred Wulczyn, Robert Goerge, Allen Harden

Extending the methods developed for the Illinois Integrated Database on Children's Services (see p. 32), Chapin Hall researchers have developed the Multistate Foster Care Data Archive, a database that includes foster care career histories for all children placed in state-supported substitute care living arrangements. Still in development, the Archive currently contains at least seven years of data from the following states: California, Illinois, Michigan, Missouri, and New York. The Archive has been expanded by the addition of data from six more states—Alabama, Iowa, Maryland, New Mexico, Ohio, and Wisconsin. In addition, the Archive database will be enhanced by the integration of Census data and information from other public programs—such as Medicaid and child abuse and neglect registries—to provide a more complete history of service utilization. Today the Archive tracks the histories of 1.2 million children.

The Archive is constructed from data that are extracted directly from the computerized administrative information systems operated by each state's child welfare agency. Raw records from the states are reprocessed into

comparable and flexible analytic structures at Chapin Hall; these include longitudinal information at the individual level. Analysis of Archive data is designed to support policy and practice by providing researchers, policy makers, and service providers with better information on such issues as caseload dynamics, placement duration, multiple placements, reentry, and case outcomes across states, between communities, and over time. Sponsored by the U.S. Department of Health and Human Services, Administration on Children and Families. Associated publications listed below. Ongoing.

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1998

Fred Wulczyn, Kristen Brunner, John Dilts, Robert Goerge 2000

A Chapin Hall Report

CS-64 $10.00

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1997

Fred Wulczyn, Kristen Brunner, Robert Goerge 1999

A Chapin Hall Report

CS-52 $10.00 (Superseded by CS-64)

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994

Fred Wulczyn, Allen Harden, Robert Goerge 1997

A Chapin Hall Report

CS-48 $10.00 (Superseded by CS-64)

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1993

Robert Goerge, Fred Wulczyn, Allen Harden 1995

A Chapin Hall Report

CS-34 $10.00 (Superseded by CS-64)

A Report from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1992

Robert Goerge, Fred Wulczyn, Allen Harden 1994

A Chapin Hall Report

CS-30 $10.00 (Superseded by CS-64)

The authors of these reports describe and compare the foster care populations of eleven states. The reports provide policy makers, legislators, and agency administrators with a body of information about significant trends of the last decade designed to help them weigh the effectiveness of current child welfare policy and program administration.

Among the findings:

- Year to year, admissions to foster care have been more dynamic than discharges; first admissions to care have been more dynamic than discharges or reentries.
- In the observed cases of extremely rapid short-term growth in foster care caseloads, most activity has been concentrated in the states' major urban centers.
- Much of the recent growth in the foster care population has involved the placement of children with relatives. Although children in kinship placements tend to stay in care longer, they are less likely to reenter care following discharge.
- Overall, infants and young children are the fastest-growing segment of the foster care population.
- Almost two-thirds of the children who are discharged from foster care are reunified with their families, and most reunifications occur within two years of the child's removal from home. After two years, the likelihood of family reunification decreases sharply.
- Approximately 10 to 15 percent of the children discharged from foster care are adopted. Children who enter foster care as infants are more likely to be adopted than children who enter at older ages.
- A substantial number of the children who enter foster care become long-term clients of the child welfare system; over one-third of the children currently in care have been in care for more than 30 months.

Infants and Toddlers in Foster Care

Fred Wulczyn, Kristen Brunner

Published in *Protecting Children*, Volume 16, Number 1, 2000, pp. 4-11.

In this article the authors examined the placement experiences of children who entered foster care prior to their fourth birthday. In particular, the authors examined the risk of entry to substitute care, length of stay and discharge destination as a function of age at admission to care. The authors paid close attention to the subset of children who entered care under the age of one year.

Adoption From Foster Care: Dynamics of the ASFA Foster Care Population

Allen Harden, Fred Wulczyn, Robert Goerge 1999

A Chapin Hall Working Paper

CS-55 $5.00

The authors examine how the passage of the Adoption and Safe Families Act (ASFA) of 1997 has impacted upon the use of adoption as a route for children to leave state-supported substitute care. The report looks at four states participating in the Foster Care Data Archive — California, Illinois, Missouri, and New York — and what happens to children placed in foster

care who would have previously been subject to ASFA-defined mandates. The changes that were legislated by ASFA were designed to modify or accelerate the processes involved in casework decisions. The authors looked at those children who were placed in foster care in order to provide a baseline against which ASFA-based changes might eventually be analyzed. Questions about how the welfare experiences of these children differ from those of other children in foster care and about exit patterns applied to this group of foster children are also addressed.

Foster Care Dynamics

Robert Goerge, Fred Wulczyn, Allen Harden 1999

Published in *The Foster Care Crisis: Translating Research into Practice and Policy*. Published by University of Nebraska Press.

This chapter traces the dynamics of foster care systems in six states throughout the 1980s and early 1990s, detailing trends over time and the factors that influenced caseload size, such as duration in care, the relation of admissions to discharges, and the prevalence of foster care in relation to the general child population. In delineating these trends, the authors point to several factors that help explain rising foster care caseloads, including a large influx of first-time entrants in the late 1980s, as well as the entry of very young children, urban children, and children living in kinship settings. Although in the late 1980s and early 1990s, foster care systems often discharged nearly as many children as were admitted, overall, the high rates of entry and continuing reentry have contributed to the record-high populations in foster care. Finally, the chapter calls attention to how widely foster care dynamics vary from state to state, underscoring the importance of comparative and state-level analysis. The data on which this analysis is based are drawn from the Multistate Foster Care Data Archive.

Placement Experiences of the Youngest Foster Care Population

Robert Goerge, Fred Wulczyn 1999

Published in *Zero to Three*, the bulletin of ZERO TO THREE: National Center for Infants, Toddlers, and Families.

Infants and young children have very different experiences in foster care than do older children. As the nation's foster care caseloads shift from a population dominated by teens to one dominated by infants and young children, so must policy and practice shift if we are to better address the needs of this very young population. Using data from the Multistate Foster Care Data Archive, the authors document these differences in populations. As a group, they find that infants and young children are much more likely to be placed in foster homes (often kinship homes), and infants are more likely than older children to have a background of substance exposure. Once placed, children younger than four years remain in care longer and have less chance of reunification with their parents. Infants, however, are more often adopted. This capacity to describe the attributes of these children is an essential step in projecting their service needs and the demands they will place on the foster care system.

ZERO TO THREE: National Center for Infants, Toddlers, and Families
734 15th St., N.W., Suite 1000
Washington, D.C. 20005-1013
Phone: 800/899-4301

New Comparative Insights into States and Their Foster Children

Robert Goerge, Fred Wulczyn, Allen Harden 1996

Reprint from *Public Welfare*.

CS-42 $5.00

This article provides an overview of the content and capabilities of the Multistate Foster Care Data Archive. Using this database, the authors examine the overall foster care trends in five states and break down the growth by state and by urban area. The study looks specifically at the years 1983-93, in which the foster care population grew substantially.

American Public Human Services Association
810 First Street, NE, Suite 500
Washington, DC 20002-4267
Phone: 202/682-0100

Trends in Residential Care in Illinois

Robert Goerge, Allen Harden, Stephen Budde

The project will examine placement histories for all children in Illinois who have been placed in a residential care facility. The focus is on describing and understanding trends across the primary service sectors in which residential care is provided. Researchers will access administrative record data from the Illinois state agencies that use residential placement — including child welfare (Department of Children and Family Services), juvenile justice (Department of Corrections), mental health (Department of Human Services), and special education (Board of Education) — in order to document the extent to which children experience residential placements in multiple service sectors, the patterns of movement between sectors, the characteristics of children and service providers, and the impact of significant policy changes or public events on the use of residential placement.

Funded by four of the larger private child welfare agencies in Illinois and the Child Care Association, the project represents an important initiative by the leadership of private child welfare agencies to use data to inform their planning. The results of this work should inform a

wide range of policy, program development, and research issues that are important for child welfare services in Illinois. Developing a better understanding of relationships among service sectors is particularly important to assist reform efforts aimed at providing well-coordinated and integrated services that respond appropriately to the needs of children and families. This project is supported by the Child Care Association, Allendale Association, Lawrence Hall Youth Services, Uhlich Children's Home, and the Youth Campus. 2000.

Mid-Term Evaluation of the Child Welfare and Protection Project in Romania

Fred Wulczyn, Britany Orlebeke

Chapin Hall has been retained by World Vision, working under contract with the United States Agency for International Development (USAID) and three non-governmental organizations (NGOs), to conduct a mid-term evaluation of the USAID-funded four-year Child Welfare and Protection Project (CWPP). Through this project, the NGOs are working collaboratively in the three Romanian counties to assist local authorities in the development of the infrastructure needed to reduce the use of large institutions for the care of abused, neglected, and otherwise dependent children. The goals of the project are part of a national reform effort to modernize the Romanian child protection system. The NGOs are focused on activities related to placement prevention and family preservation as well as to the deinstitutionalization of children currently in large institutions. To accomplish these goals, they are working with communities to develop local continuums of care that include early intervention programs, education and training, as well as clinically appropriate alternatives to institutional placement. Finally, the NGOs goals include system capacity development to encourage both long-term sustainability in the program sites as well as replication in other areas. 2000.

Publications Resulting from Earlier Research

Informal and Formal Kinship Care

Allen Harden, Rebecca Clark, Karen Maguire (Urban Institute) 1997

A Chapin Hall Working Paper

CS-49 $10.00

Sponsor: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

This working paper presents the results of a study of kinship care in the United States that attempted to illuminate this increasingly important policy issue. Particular importance was attached to developing information that could support comparison between formal kinship care arrangements (that is, foster care provided by relatives under the auspices of the state) and informal kinship arrangements (all other caregiving provided by relatives in the absence of a parent).

This paper describes national patterns and trends in kinship care, and provides information on the number of children in kinship care in four states—California, Illinois, New York, and Missouri.

The paper focuses on formal and informal kinship care dynamics in Illinois. Drawing on the comprehensive and detailed data in Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 32), researchers were able to compare characteristics and track changes in those statuses of children in informal and formal kinship care settings and their caregivers, such as receipt of Aid to Families with Dependent Children (AFDC), race, region of residence, gender, and age. This study adds greater depth and detail to the picture than can be drawn with any one of the data sources used for the study. This publication is also available from the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE) and at the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#foster

Core Data Set Project: Child Welfare Service Histories

Robert Goerge, John Van Voorhis, Lisa Sanfilippo, Allen Harden 1996

Sponsor: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

This report uses administrative data to examine the child welfare service histories of children in Illinois and Michigan. The report links data from the two domains of child welfare systems—child protection and child welfare services—to create indicators across both. The investigators examine records regarding children reported to the two state child protective services agencies between 1990 and 1994. The size of the population covered in this report is nearly 1.4 million children in Illinois and 800,000 in Michigan.

U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
200 Independence Avenue
Washington, DC 20201
The complete copy of the report may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

Adoption Disruption and Displacement: The Illinois Child Welfare System, 1976-94

Robert Goerge, Eboni Howard, David Yu, Susan Radomsky 1995

A Chapin Hall Discussion Paper

CS-35 $8.00

Sponsor: U.S. Department of Health and Human Services

Although promoting successful adoptions is an important goal for the child welfare system, a significant number of such efforts fail. Each year, children who have been legally adopted, or who are living in adoptive placements with the expectation of being adopted, experience the breakdown of these arrangements. The authors of this study used an administrative dataset covering all children admitted to the custody of the Illinois Department of Children and Family Services between January 1976 and August 1994 to document the incidence of adoption disruptions and displacements in the Illinois child welfare system.

Family Foster Care Placement: The Child's Perspective

Penny Ruff Johnson, Carol Yoken, Ron Voss 1995

Reprint from *Child Welfare*.

CS-36 $5.00

Sponsor: Dr. Scholl Foundation

The authors examine the experience of placement in foster care from the point of view of the children placed (95 children aged 11 to 14 years), with a focus on the process by which children are removed from the homes of their biological parents. The article covers children's understanding of the circumstances necessitating placement (and changes in placement); the effects of changes in school, friends, and neighborhood; the importance to the child of the caseworker; and the children's own thoughts and opinions about their futures, the role of the state in their lives, and the use of family foster care. The article underscores the need to provide children with information about their situations to reduce the trauma of placement.

Foster Care in New York and Illinois: The Challenge of Rapid Change

Robert Goerge, Fred Wulczyn 1992

Published in *Social Service Review*, June 1992.

The authors use administrative data from New York and Illinois to demonstrate how the interplay between several distinct trends in the foster care systems contributed to the significant rise in caseloads in the 1980s. The most significant of the trends were rising admissions, falling discharges, rises in kinship care and the longer stays associated with that type of placement, and the declining age of new entrants to foster care. The article calls for refocusing policy emphasis on targeted prevention services and, for children already in care, more focused efforts to find stable living arrangements.

Placement Duration and Foster Care Reentry in New York and Illinois

Robert Goerge, Fred Wulczyn 1990

Chapin Hall Working Papers

Vol. 1 (Report) CS-24 $10.00

Vol. 2 (Tables) CS-25 $5.00

Sponsor: U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

The Adoption Assistance and Child Welfare Act of 1980 (P.L. 96272) established procedural requirements intended to alleviate abuses in the foster care system. This paper looks at how well foster care systems were serving children, their birth families, and families who adopted over a decade later. Using administrative data on the foster care populations in New York from 1982-89 and in Illinois from 1976-88, this paper presents analyses of lengths of stay and reentry of children into foster care.

Volume 1 contains the text of the report with selected tables. Volume 2 presents supplementary tables. Volumes may be purchased separately or together.

The Reunification Process in Substitute Care

Robert Goerge 1990

Reprint from *Social Service Review*, September 1990.

CS-26 $5.00

This analysis focuses on the movement of foster children through foster care placements and back to the homes of their parents, specifically exploring how the probability of reunification changes with duration in substitute care. Using a statistical method known as event-history analysis, the author shows that the probability of reunification greatly decreases after the first few weeks in placement, that the greatest decrease in the probability of reunification occurs for abused and neglected children, and that the home of a relative provides the most stable placement.

Substitute Care in Illinois: 1977–1988

Robert Goerge, Susan Smith 1990

A Chapin Hall Working Paper

CS-27 $5.00

This paper continues and expands the analysis of the Illinois substitute care population begun in 1985 with Chapin Hall's State of the Child project. The 1985 report found that there were significant differences between minority and white children in the foster care experience, and that there were significant differences between Chicago and the balance of the state in patterns of placement duration and reentry. This study confirmed the existence of these patterns. It also found that growth in the number of African American children entering substitute care was a factor in the overall increase in the substitute care caseload. The report examines changes in the composition of the substitute care population in terms of age,

race/ethnicity, and length of time in care, and provides an extensive comparison of substitute care caseloads in Cook County and the balance of the state.

Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois

Mark Testa, Robert Goerge 1988
A Chapin Hall Working Paper
CS-14 $5.00

This paper presents the findings of an analysis of longitudinal child-tracking and financial data for a 1-in-40 sample of Illinois children in foster care between 1976 and 1986. The purpose of the analysis was to assess the consequences of the Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272) as these were reflected in lengths of reunification and reentry in a single large state. The analysis offers insight into the effects of P.L. 96-272 on children's chances of achieving permanent placements.

The Advocate Home Network Demonstration in Illinois

Joan Costello 1989
A Chapin Hall Working Paper
CS-17 $5.00
Sponsor: Illinois Department of Children and Family Services

This paper explores the effects of implementing in Illinois an innovative program of foster homes that operate in a quasi-extended family network within a community. The model was developed in Ohio for therapeutic foster care of disturbed and delinquent youth, but applied to homeless youth in Illinois. The paper addresses issues related to the "transfer of technology" from one site to another, and examines whether the model of therapeutic foster care used was effective in preparing homeless youth for independence.

Caring for Adolescents in Care: An Action Plan for Illinois

Sheila Merry 1987
A Chapin Hall Working Paper
CS-10 $5.00
Sponsor: The Chicago Community Trust

This work grew out of the author's travels throughout the United States and Great Britain as a Community Service Fellow of the Chicago Community Trust. Both an action plan and a resource book, the essay presents the author's ideas for better meeting the needs of adolescents who come to the attention of the state; it also profiles programs offering innovative adolescent services.

Data Necessary to Support National Policy Functions in Foster Care and Adoption

Mark Testa 1987
A Chapin Hall Working Paper
CS-11 $5.00
Sponsor: U.S. Senate Advisory Committee on Adoption and Foster Care Information

Prepared for the Senate Advisory Committee on Adoption and Foster Care Information, this essay describes the data collection required to provide a basis for national policy functions in foster care and adoption. The author suggests a model: a limited set of quantitative indicators that would enable federal policy makers to make informed decisions about the impact of existing policies and programs. Methodological aspects of collecting and maintaining data on a national scale are also discussed.

Papers Prepared for the Illinois Facilities Fund

This series of Chapin Hall Working Papers examines issues related to planning residential care facilities for children who are in substitute care. The four papers discuss the historical and contemporary ideas that have influenced the planning of residential care facilities, the state of the art in residential care, residential care capacity and use in Illinois, and factors that may affect future need. 1989.

Vol. 1: The Context for Planning Residential Care Facilities in Illinois

Sheila Merry 1989
CS-18 $5.00

Vol. 2: Substitute Care: The State of the Art

Sheila Merry 1989
CS-19 $5.00

Vol. 3: Group Residential Care in the Illinois Department of Children and Family Services: Children and Providers in the 1980s

Matthew Stagner, Sheila Merry, Clark Peters 1989
CS-20 $5.00

Vol. 4: The State of Residential Care in the State of Illinois

Sheila Merry 1989
CS-21 $5.00

Programmatic and Fiscal Reform

The Utilization of Substitute Care Services in New Jersey: A Fiscal Impact Analysis

Fred Wulczyn, Kristen Brunner

Chapin Hall is assisting the New Jersey Division for Youth and Family Services to develop better projection models for budget and service utilization. In 1999, the Division experienced a budget shortfall, the result of unanticipated increases in the utilization of placement services. Chapin Hall will provide the Division with a detailed analysis of recent placement trends and their fiscal impact. The final product will include a detailed analysis of substitute care utilization (such as foster care, treatment homes, subsidized adoption, and other options), a detailed report connecting patterns of substitute care utilization to cost increases, and budget and service projections. The data will be collected from New Jersey's Services Information System (SIS) database, a cumulative record of child placement histories. 2000.

Protect Ohio Evaluation: Ohio's Title IV-E Waiver Demonstration Project

Fred Wulczyn

In 1997, Ohio began a five-year child welfare demonstration project to better serve children and families in the system as well as to reduce the costs of services. Made possible by federal waivers granted to allow the state more flexibility in its use of funds, the project aims to offer more services at the local level that are better tailored to the individual children's and families' needs. Chapin Hall researchers are conducting a cost-benefit analysis to help state officials discern the implications the flexible fiscal reform has on child welfare and other related services. Ongoing.

New Strategies for Funding Child Welfare Reform

Fred Wulczyn

With bipartisan desire to fundamentally alter the nation's child welfare system, the pace of reform has quickened. Many child welfare experts and policy makers now feel that family-focused, community-based programs may prevent costly foster care placements. States around the country are experimenting with programs aimed at increasing the efficiency and efficacy of the child welfare system through alternatives to foster care. However, despite these efforts, the nation continues to spend far more of its limited resources on foster care than on preventive services. Experience in the human services sector indicates that the goal of prevention will be realized only if resources are allocated differently. For this reason, Chapin Hall researchers, with the support of the Annie E. Casey Foundation, are delivering on-site technical assistance to states contemplating fiscal reform—such as the use of managed care strategies—as an integral part of larger reform initiatives. In addition to site-specific work, the researchers are also conducting leadership institutes and state policy seminars for child welfare leaders to broaden interest in system reform that incorporates fiscal restructuring. Associated publications listed below. 1998.

Federal Fiscal Reform in Child Welfare Services

Fred Wulczyn 1998

A Chapin Hall Discussion Paper

CS-50 $8.00

This paper analyzes the effects of federal funding mechanisms on the nation's child welfare system and explores possible policy alternatives. First, the author examines the relationship between the level of foster-care utilization and the per diem federal reimbursement system that helps to support state child welfare activities. The author argues that the juxtaposition of social policies that seek to limit use of foster care with fiscal policies that make reimbursement contingent upon a child's placement in foster care creates a fundamental tension in the child welfare system—a tension that must be relaxed if system reform is to occur. Next, the author examines how this tension might be reduced by making fiscal policy more compatible with social policy. He compares the per diem reimbursement system with its main alternative, a prospective payment system, and he explores the distribution of risk throughout the child welfare system—financial risk to child welfare agencies and risk to the service populations. The author closes with an exploration of alternatives to current fiscal policy that could allow for differentiated risk sharing and greater flexibility in allocating federal funds, resulting in reduction in the use of foster care and potentially better outcomes for children and families.

Setting Capitated Rates for Child Welfare Programs

Fred Wulczyn, Eileen Sheu 1997

A Chapin Hall Discussion Paper

CS-47 $8.00

Child welfare services currently operate in an environment characterized by increasing need for services and calls for cost containment and system reform. To survive in this environment, foster care agencies will have to reexamine their use of resources to ensure that these are used to achieve the best pos-

sible outcomes for the children in their care. The authors of this paper suggest that capitated rates represent a potentially useful approach for foster care agencies. The two aspects most relevant are capitation of funds (in which a limited reimbursement for costs is accepted in exchange for flexibility in service delivery), and service review (with the expectation that increased attention to the process of care as well as to expenditures will result in lowered costs). This paper discusses issues related to setting a capitation rate and how to estimate the maximum rate of expenditure permissible for solvency under the proposed capitation rate.

Working Conference on Federal Child Welfare Financing: Conference Proceedings

1999

CS-56 $5.00

Chapin Hall brought together child welfare experts for a conference in Washington, D.C. in February of 1999. This paper summarizes that meeting, which examined how state and local child welfare reforms interact with the existing federal child welfare policy. The paper consists of summaries of presentations on the perimeter of federal activity in child welfare financing and on a study conducted by the U.S. General Accounting Office on state and local service delivery, as well as a panel of federal and state officials. An overview of federal child welfare policy is presented, including details on how the system started and how the system currently works. The primary focus of the conference is how money is allocated by the federal government and used by states.

Managed Care in Mental Health

Fred Wulczyn, Kristen Brunner

The principles of managed care are being looked to with increasing frequency as a mechanism to reform the provision of health care, including mental health services, for children and adults. New York state has proposed incorporating managed care principles into Medicaid-funded health services for children. In response, Integrated Children's Services (ICS), a consortium of community-based agencies that provide services—including mental health care—to children, adolescents, and their families, was created to respond to the managed care initiatives.

In 1997, ICS asked Chapin Hall to conduct a study of service utilization to inform their consideration of various managed care options. Though the first year's research did address the central research objective raised by ICS—demographics of client population and patterns of service utilization—it also raised additional questions. As a result, Chapin Hall has extended its period of research to confront the supplementary concerns. Using enhanced data structures and linking them with automated data from the ICS member agencies, researchers will examine the relationships that exist among child characteristics, service patterns, and clinical outcomes. For instance, researchers propose that by linking automated data with standardized clinical assessments, they will better understand how specific interventions lead to a given course of service treatment. They also plan to link data on the children served by ICS member agencies with foster care records to understand the events that precede and the outcomes that follow use of mental health services. These data will be useful to the member agencies in their strategic planning and bidding process. 1999.

Publications Resulting from Earlier Research

Fiscal Reform and Child Welfare: Implications for Evaluation and Research

Fred Wulczyn 1998

A Chapin Hall Working Paper

CS-54 $5.00

In 1998, Chapin Hall drew together over thirty service providers, university-based researchers, and representatives of government, advocacy groups, and foundations to address the emerging phenomenon of fiscal reform for child welfare services. Although fiscal reform stands to have an enormous impact on the organization, financing, and delivery of child welfare services, the field is ill equipped to anticipate its impact. The conference, and this summary, posed and explored questions related to child welfare and fiscal reform in an attempt to begin formulating a research agenda. This summary reviews sessions on "Fiscal Reform and Child Welfare—Where Is It Happening?" "Market Forces and System Structure," "Community Reinvestment," and "Developing a Research Agenda."

Four Case Studies of Fiscal Reform and Managed Care in Child Welfare Services

Fred Wulczyn, Britany Orlebeke 1998

A Chapin Hall Working Paper

CS-51 $5.00

Fiscal reform in general and managed care in particular have recently become focal points of efforts around the country to reform child welfare systems. Because managed care could have an enormous impact on the delivery of child welfare services, it is essential that the child welfare field amass a cumulative record based on examination of seminal efforts to build child welfare reform around managed care principles. This paper summarizes results of a study that examines such efforts in four sites—Kansas; Hamilton County, Ohio; Tennessee; and District 13, Florida. The study concluded that child welfare officials in all sites were fundamentally concerned with the

alignment of programmatic goals and fiscal incentives, and that although we speak of managed care and fiscal reform, we are likely seeing the emergence of explicit market pressures on the delivery of child welfare services. A related article was published in *Policy and Practice*, September 2000.

New York City Task Force on Foster Care Performance Standards

Fred Wulczyn, Stephen Budde 1997

Sponsor: The Foundation for Child Development

In the fall of 1996, the Comptroller of New York City created a Task Force (on which Chapin Hall researchers served) charged with developing outcomes and performance standards for the city's foster care system. The report on the Task Force's findings provides an overview of selected foster care outcomes in three domains: system performance (continuity of care), child and family well-being, and client satisfaction. In addition, the plan makes operational recommendations for tracking outcomes over time. It also includes a summary of the methodological issues associated with tracking outcomes and a summary of relevant literature. The report, which was published in May of 1997, was presented to the Commissioner of the Administration for Children's Services.

To order copies of the report, contact:
New York City Comptroller
One Centre Street, Room 526
New York, NY 10007
Phone: 212/669-3747

Child Welfare Reform, Managed Care, and Community Reinvestment

Fred Wulczyn 1996

Published in *Children & Their Families in Big Cities: Strategies for Service Reform*, Alfred Kahn and Sheila Kamerman, editors, 1996.

Despite the mandate of the Adoption Assistance and Child Welfare Act of 1980, the child welfare system has focused its efforts mainly on foster care services rather than prevention. The author sketches a picture of the current state of child welfare services in New York City, noting the tendency of the system to function on a fee-for-service basis and to deliver services without regard to community boundaries. The author argues for a fundamental reorientation of the system to a managed care approach that would deliver services within the community by allotting capitated payments, which could be used for a range of services and would allow preventive programs to be undertaken more readily by service providers.

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Family Preservation and Family Support

Examination of State Reunification Policies

John Schuerman

Often children in the child welfare system face temporary arrangements while decision makers try to find a permanent solution that allows children to be reunified with their families. With the support of the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE) and the Administration on Children and Families, Chapin Hall and Westat are undertaking a study of how reunification efforts in the foster care system can be used to achieve permanency. The policies and philosophies on reunification of 20 to 25 states will be examined through interviews conducted by Westat and Chapin Hall staff. Administrators and staff of various organizations will be asked how they approach the issue of reunification as well as what the state of the field is. This information will be analyzed to understand the future of reunification and permanency.

The research will examine five main components:

- The development of a conceptual model of permanency with a focus on reunification
- Documenting patterns of reunification and reentry (through analysis of the Multistate Foster Care Data Archive)
- Examining the reunification decision-making process
- Identifying and examining reunification programs (through interviews with people in 20-25 states)
- Evaluability assessment of various approaches to reunification

A paper will be produced from each component, 2000.

The National Evaluation of Family Preservation and Reunification Services

John Schuerman, Peter Rossi

Chapin Hall is participating in a national evaluation of family preservation programs created by the Omnibus Budget Reconciliation Act (OBRA), passed by Congress in 1993. OBRA established a five-year capped entitlement program for state-level family preservation and family support services. The program was revised and extended in 1997. This evaluation is expected to play a key role in national and state decisions about the future of family preservation services. Up to 500 families in each of five sites throughout the country were selected for the study of causal connections between interventions and outcomes. These families were randomly assigned either to a treatment group that received family preservation services or to a control group that did not receive family preservation services but that received other child welfare services. The evaluation included extensive interviews with investigating workers, caseworkers for each family, and caretakers in each family while families were receiving services and after services ended. Data were gathered for twenty-four months after families enrolled in the study. The combination of qualitative and quantitative analysis should enable Chapin Hall and its collaborators, Westat, Inc. and James Bell and Associates, to provide a comprehensive picture of family preservation services and their effects. The project is funded by the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Associated publications listed below. 2000.

A Synthesis of Research on Family Preservation and Family Reunification Programs

Julia Littell, John Schuerman 1995

The paper reviews research on programs aimed at preventing out-of-home placement of children, broader family preservation programs, and programs designed to reunify families with children in foster care. It examines what is known about the outcomes of these programs, relationships between service characteristics and outcomes, and the response of subgroup clients to services. (See the next listing for a comparison review of family preservation and reunification programs.)

Research on family reunification programs is in its infancy and there are very few controlled studies in this area. Available evidence is mixed. Although some studies suggest that intensive, in-home services can speed the process of family reunification, the long-term effects of these programs are largely unknown. In particular, it is not clear whether intensive service programs increase the rates at which children return home, reduce the risk of foster care reentry, or lessen the chance of subsequent child maltreatment.

U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
200 Independence Avenue
Washington, DC 20201

A complete copy of the report and the paper may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

A Review of Family Preservation and Family Reunification Programs

John Schuerman 1995

This report, along with a companion paper (described immediately above) that reviews the family preservation literature, was developed to help inform the selection of candidate sites for the Evaluation of Family Preservation and Family Reunification Programs. It describes the state of the family preservation field and examines in greater depth the characteristics and operations of programs that are potential sites for the evaluation.

This report and the paper were submitted to the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation by the prime contractor for the National Evaluation of Family Preservation and Family Reunification Programs, Westat, Incorporated, in association with Chapin Hall and James Bell and Associates.

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Office of the Assistant Secretary for Planning and Evaluation
200 Independence Avenue
Washington, DC 20201

A complete copy of the report and the paper may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

Evaluation of the New York City HomeRebuilders Demonstration

John Schuerman, Ronna Cook 1998

The HomeRebuilders project was an ambitious effort to test a significant reform undertaken by New York City in the way it financed services provided to foster children and their birth families. The new system was modeled on the concepts of managed care. The hope was that the change in the payment system would achieve earlier permanency for children and lower rates of reentry to foster care. This publication reports the results of an evaluation of that reform. The evaluation used an experimental design with random assignment and control groups to examine six agencies in New York City serving foster children and their birth families under the new financing scheme. The report documents the implementation of the program, the services provided, and the outcomes of those services. The findings suggest that the goal of reducing days in foster care through fiscal incentives is likely to be achieved only under certain circumstances and in agencies with particular characteristics or with particular approaches to the work.

U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
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A complete copy of the report may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

The History and Future of Family Preservation

Harold Richman, Clark Peters

The Edna McConnell Clark Foundation, a long-time investor in the field of family preservation, has refocused its grantmaking for children toward child protection. As part of the legacy of its work in family preservation, the Foundation is committed to an examination of the development of the field of family preservation. The Foundation has asked Chapin Hall to assist in this analysis, offering the Center a unique opportunity to explore the development of family preservation as both idea and practice.

Chapin Hall researchers have consulted with a group of experts in the field to frame the questions asked and papers written as part of this project. These papers focus on such matters as the history, practice, policy implications, evaluation, and future of family preservation. Following the development of the various papers, a conference of experts in the field was convened to discuss the issues raised and framed. The papers will be published individually, drawing from the discussion at the conference. 2000.

The Engagement and Retention of Participants in Family Support Programs: A Multi-Level Approach

Deborah Daro, Karen McCurdy, Carnot Nelson

This three-year project will examine the question of who stays in and who leaves family support programs. Although the question of what prevents families from using these programs has been examined, the relative influence of individual, program, and community factors has not been studied in-depth. Using a theoretical framework, researchers will test four propositions. First, whether certain parental attributes will predict who agrees to use family support programs. Second, whether accepting the services is the primary predictor of engagement in these programs. Third, whether there are provider attributes (such as cultural competence) and program characteristics that would predict retention. Fourth, if the community plays a role in retention. The study will likely aid in making family support services more attractive to a broader range of parents struggling to better care for their children.

Funded by the Annie E. Casey Foundation and the W.T. Grant Foundation, the study will result in a report and guidelines for practice. Publication in scholarly journals is also planned. The report will highlight how the findings might impact future research. The research for this project will take place through a variety of methods, including in-person interviews, assessments of provider attitudes, population-based surveys in selected neighborhoods served by the participating programs, and an examination of other data such as censuses and state databases. 2003.

Publications Resulting from Earlier Research

What Works Best for Whom? A Closer Look at Intensive Family Preservation Services

Julia Littell, John Schuerman, forthcoming

To be published in *Children and Youth Services Review.*

Sponsor: Illinois Department of Children and Family Services

The authors examined whether service characteristics, such as duration or intensity, affected the outcomes of those receiving intensive family preservation services. The authors consider various ways of partitioning child welfare cases into subgroups that represent significant problems facing the field: cocaine abuse, inadequate housing, mental health problems, and child care skill deficits. Controlling for the effects of case characteristics, the authors then examined the effects of service characteristics on outcomes within subgroups. In all of the subgroups, the duration of in-home services, the intensity of contact with workers, the number of concrete services, and the provision of specific types of services did not alter the likelihood of out-of-home placement, subsequent maltreatment, or case closing. The authors discuss the implications of these findings for research and practice.

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Decisions on Placement and Family Preservation: Agreement and Targeting

John Schuerman, Peter Rossi, Stephen Budde 1999

Published in *Evaluation Review*, Volume 23, Number 6, December 1999.

Sponsor: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

A companion piece to "Understanding Decisions About Child Maltreatment" (see p. 8, this article explores the important issue of targeting, or the tendency to either select "easier" cases for family preservation services or to "widen the net" for such services by serving families that may not have become involved in the system otherwise. The authors provided vignettes drawn from actual cases presented to a panel of experts and a group of caseworkers, and then examined the decision-making process they undertook in deciding whether to place a child in custody or to offer family preservation services. They found that, contrary to stated intentions of family preservation services, a majority of the referrals to these programs involve children who would not have been placed in the absence of these programs.

Innovations in Child Welfare: Preventing Out-of-Home Placement of Abused and Neglected Children

Julia Littell, John Schuerman 1999

Published in *Innovations in Practice and Service Delivery Across the Lifespan*, David E. Biegel and Arthur Capote, editors, Oxford University Press.

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

The authors of this chapter focus on the major service innovation in child welfare in recent times: intensive, in-home services aimed at preserving families of maltreated children. This innovation is discussed in its historical and political context. Important historical events include the identification of child maltreatment as a social problem, shifts in definitions of child maltreatment over time, and changes that have occurred in the composition of child welfare caseloads. The current functioning of the child welfare system is considered, along with enduring issues in child welfare policy and practice. Family preservation is both a movement and a service delivery approach; but the two are quite distinct. Both are described.

Best Interests and Family Preservation in America

John Schuerman 1997

A Chapin Hall Discussion Paper

CS-44 $8.00

There was widespread acceptance in the United States of the principles of family preservation as congruent with the best interests of children in situations of abuse and neglect, but acceptance of those principles has for some time been on the decline. This paper discusses the "best interest" ideas articulated by Joseph Goldstein, Anna Freud, and Albert Solnit in *Before the Best Interests of the Child and Beyond the Best Interests of the Child*, comparing those ideas with the principles underlying child welfare decision making in the United States. The author addresses some of what goes wrong in the implementation of the U.S. principles, particularly as manifested in the family preservation ideal.

The paper was originally presented at the conference "In the Best Interest of the Child" in 1996 at the Sigmund Freud Center for Psychoanalysis of the Hebrew University of Jerusalem.

Effects of the Duration, Intensity, and Breadth of Family Preservation Services: A New Analysis of Data from the Illinois Family First Experiment

Julia Littell 1997

Published in *Children and Youth Services Review*, Volume 19, Numbers 1-2, pp. 17-39.

Sponsors: Illinois Department of Children and Family Services; U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Reexamining data from the evaluation of the Illinois Family First Placement Prevention Program, the author finds that the duration, intensity, and breadth of family preservation services have little overall impact on the out-of-home placement of children, the recurrence of child maltreatment, or the closing of child welfare cases. In light of her analyses, the author sees a need for further research to better understand the effects of family preservation services and urges their flexible use until those effects are better understood. She also notes that some problems that may contribute to child abuse and neglect—such as those rooted in poverty, unemployment, mental illness, and substance abuse—are unlikely to be remedied by family preservation practices or by the larger child welfare system.

An Experimental Study of Family Prevention Services: Early Findings from a Parent Survey

Tina Rzepnicki, John Schuerman, Julia Littell, Amy Chak, Marva Lopez 1994

Published in *Child Welfare Research Review* (vol. 1), edited by R. Barth, J. Berrick, and N. Gilbert. Published by Columbia University Press.

Sponsors: Illinois Department of Children and Family Services; U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

This paper presents initial findings from the longitudinal parent survey component of the experimental evaluation of the Illinois Family First Placement Prevention Program. The

analysis, which relies on a Chicago subset of the respondent population, details parents' views of changes experienced by their families in nine domains of functioning—housing, economic conditions, physical child care, discipline and emotional care of children, children's academic adjustment, children's conduct, children's symptomatic behavior, victimization of children, and parental coping. The chapter also reports parents' views of their relationships with their primary social workers and on services received.

Columbia University Press
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Putting Families First: An Experiment in Family Preservation

John Schuerman, Tina Rzepnicki, Julia Littell 1994

Published by Aldine de Gruyter.

Sponsors: Illinois Department of Children and Family Services; U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Putting Families First considers the efficacy of family preservation programs in the context of Chapin Hall's large-scale evaluation of Illinois's Family First program. Based on the results of their evaluation, the authors offer a new approach to reforming the child welfare system. They suggest that family preservation services should constitute only one component in a comprehensive reform effort, which should also include improvements in the foster care system and more refined decision making about cases. They argue that a genuinely comprehensive reform effort must also address the societal problems contributing to the crisis in child welfare—problems such as inadequate housing, the epidemic of substance abuse, and community violence.

Aldine de Gruyter
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What Works Best for Whom in Family Preservation? Relationships Between Service Characteristics and Outcomes for Selected Subgroups of Families

Julia Littell, John Schuerman, Amy Chak 1994

A Chapin Hall Working Paper
CS-31 $10.00

This paper details the results of Chapin Hall's examination of subgroups of cases in the Illinois Family First program. Among the findings detailed: family preservation programs in Chicago increased the risk of placement for cases with cocaine-exposed infants and reduced the risk of maltreatment in a subgroup of families with childcare skill deficits; outside of Chicago, the program reduced the likelihood of placement among families with both housing and cocaine problems, and increased placement among families with child care skill deficits. These findings suggest that policy makers should encourage the flexible use of family preservation services rather than attempting to prescribe or standardize their features.

Shifting Objectives in Family Preservation Programs

Julia Littell, John Schuerman, Tina Rzepnicki, Jeanne Howard, Stephen Budde 1993

Published by Sage Publications in *Advancing Family Preservation Practice*, edited by E. Morton and R. Grigsby.

Sponsors: Illinois Department of Children and Family Services; U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Drawing on the experimental evaluation of the Illinois Family First Placement Preservation Program, the authors suggest that the original aims of family preservation—to provide intensive services to prevent imminent placement of a child or children—have been informally broadened to include providing services to families with severe and immediate needs, but for whom the risk of placement is not imminent. The authors consider how this broadening may have come about, the implications of the change for thinking about program effects, and the implications for program objectives.

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Implementation Issues

John Schuerman, Tina Rzepnicki, Julia Littell, Stephen Budde 1992

Published in *Children and Youth Services Review*, Volume 14, pp. 193-206.

Targeting is key among the family preservation implementation issues discussed in this article. Families receiving family preservation services in many locations may have an acute need for services, but may not be at imminent risk of having a child taken into state custody. The authors' examination of targeting and other implementation issues leads them to recommend theoretical and empirical work and policy decision making to provide additional clarity regarding the appropriate aims and scope of family preservation programming. They also recommend research on the effects of such services, examination of effective programs, accurate estimation of the size of the target population, and analyses of which groups are most likely to benefit.

From Chicago to Little Egypt: Lessons from an Evaluation of a Family Preservation Program

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published by Sage Publications in *Family Preservation Services*, edited by D. Biegel and K. Wells.

Sponsors: Illinois Department of Children and Family Services; U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Early in the experimental evaluation of the Illinois Family First Placement Prevention Program, the authors set out to describe the challenges they were encountering in the conduct of that evaluation. These challenges included problems of definition, such as those related to the complex meaning of child placement in situations in which children risk or suffer from abuse and neglect, and those related to identification of the target group for services. They also included design and implementation issues, data quality concerns, and measurement difficulties, such as those associated with capturing changes in family functioning or system-level effects.

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Issues in Evaluating Intensive Family Preservation Services

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published in *Intensive Family Preservation Services: An Instructional Sourcebook*. Published by the Mandel School of Applied Social Sciences, Case Western Reserve University.

The evaluator of social programs is frequently charged with providing the knowledge that supports program planning, decision making about program funding, and the targeting and distribution of services. The difficulties faced by evaluators can include social program complexity that makes characterizing the program's components and operations challenging, lack of clarity in such key definitions as the appropriate target population, the presence within and outside of the program of constituencies convinced prior to any evaluation of the program's efficacy, and such design issues as those that arise in selecting quasi-experimental or experimental approaches. The authors draw on their experiences evaluating the Illinois Family First Placement Prevention Program to explore the challenges to an evaluator in designing and implementing workable evaluations of family preservation programs.

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Facing Uncertainty: Reuniting High-Risk Families

Tina Rzepnicki, John Schuerman, Penny Ruff Johnson 1997

Published in *Child Welfare Research Review* (vol. 2) by Columbia University Press, J. Berrick, R. Barth, N. Gilbert, editors.

Sponsor: Illinois Department of Children and Family Services

This chapter describes the Illinois Family Reunification Program and the evaluation of the program, and reports key evaluation findings. The authors write that, despite the limitations placed on the evaluation by its nonexperimental design, the findings "suggest that intensive family reunification programs may have some merit," and they recommend further assessment with rigorous methods. The problem of inappropriate targeting of services—a central issue in the delivery and evaluation of family preservation services—plays an important role in family reunification programming, owing in part to the difficulty of identifying which families are likely to be reunited within the program's time limits. The authors suggest that, given targeting difficulties and the benefits that programs provide to families other than reunification, such services be made more broadly available to families as they enter the child welfare system.

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The Juvenile Court

Case Processing and Services to Children in the Juvenile Justice Division of the Cook County Juvenile Court

Ada Skyles, Bong Joo Lee, Clark Peters

This project is examining the experiences of young offenders as they move through the Juvenile Justice division of the Cook County Juvenile Court. Analyses will focus on how individual cases are processed and on the services available to juvenile offenders before, during, and after their interactions with the court. Such services

include foster care, probation services, corrections, and other social services. Analyses of data collected during interviews with knowledgeable informants and also of court administrative data are the principal avenues of inquiry to be pursued by the researchers. 2001.

Illinois Juvenile Court Improvement Project Assessment

Sheila Merry, Robert Goerge, Clark Peters, Maria Minor, Ruth Osuch

Chapin Hall has been actively engaged in helping the Illinois Juvenile Courts in informing reform efforts in the area of child protection. This effort began when Chapin Hall was asked by the Citizens Committee on the Juvenile Court (acting as an agent for the Illinois Supreme Court) to examine the effectiveness of the courts as part of a nationwide Court Improvement Project funded by the U.S. Department of Health and Human Services. Of particular concern to the project steering committee were issues of timeliness, including whether juvenile courts were meeting federal and state statutory timeliness guidelines and which court practices and procedures enhance or hinder the courts' ability to meet these guidelines. Chapin Hall conducted a two-part assessment with Cook County targeted for an in-depth study, while the remainder of the state was subject to a more general survey with four site visits to disparate counties.

The Cook County exploration in 1995-1996 employed three methods of inquiry: intensive courtroom observation, analysis of administrative data, and interviews with court personnel. These same methods were employed again in a follow-up study completed in 1999. This follow-up study was commissioned by the Chief Judge of the Circuit Court of Cook County to gauge the impact of court reforms and to inform ongoing reform efforts. This subsequent study provided an opportunity to compare two points in time and to document changes within the Court and its functioning. Associated publications listed below. 1999.

Timeliness and Delay in the Cook County Juvenile Court Child Protection Division

Sheila Merry, Clark Peters, Robert Goerge, Ruth Osuch, Maria Minor, Stephen Budde 1997

A Chapin Hall Discussion Paper

CS-45 $8.00

Child Abuse and Neglect Proceedings in Illinois Jurisdictions Outside Cook County

Clark Peters, Sheila Merry 1997

A Chapin Hall Discussion Paper

CS-46 $8.00

The Impact of Reform in the Cook County Juvenile Court's Child Protection Division

Sheila Merry, Clark Peters, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee 1999

A Chapin Hall Discussion Paper

CS-53 $8.00

The first of these papers reviews Chapin Hall's initial analysis of timeliness, which found that, although the Court was not, overall, in compliance with statutory timeliness guidelines at the time of the study, substantial progress had been made in the last few years. The study also found that the Court was not effective in moving toward timely permanent homes for children in its care. Factors appearing to undermine the Court's efforts at timely permanence are identified.

The second paper examines Illinois judicial circuits outside Cook County. Researchers identified a number of factors worthy of additional attention, including: difficulty of implementing in small, rural jurisdictions statutes and policies developed primarily to respond to conditions in Cook County; problems of coordination among counties; a wide disparity in the likelihood of legal representation among jurisdictions; a perception of excessive emphasis on family reunification; lack of clear commitment to permanency hearings as envisioned by statute; limited access among court professionals to current information regarding juvenile law; and lack of management information systems to monitor and report on active cases.

The final paper summarizes the findings of Chapin Hall's follow-up analysis of timeliness in the Circuit Court of Cook County's Child Protection Division. The study found substantial areas of progress in decreasing the time necessary to complete the sequence of hearings required to achieve permanent placements for children (through either family reunification, adoption, or guardianship). The study also identifies practices and procedures that appear to influence (positively or negatively) the Court's ability to achieve timely permanence for children. These papers have informed Court reform efforts of the Illinois Court Improvement Project.

The Jane Addams Juvenile Court Foundation

Sheila Merry, Executive Director

In recognition of the centennial of the Juvenile Court of Cook County, the first juvenile court in the nation, a group of civic leaders wanted to refocus attention on this major

pioneering institution and to create a lasting legacy to the memory of Jane Addams and her commitment to compassionate justice for children.

With the support of a blue ribbon committee, the Chicago Community Trust, joined by the John D. and Catherine T. MacArthur and the Lloyd A. Fry foundations, has created the Jane Addams Juvenile Court Foundation. The Foundation's aim, broadly speaking, is to improve the capacity of the Juvenile Court to support children of the Court in moving toward stable, productive, and responsible lives, and to support families in meeting their responsibilities in this regard.

Chapin Hall will serve as incubator for the Foundation in its initial phase. For the next two years, the Foundation will work to establish an agenda for supporting ongoing court reform. Should the experience of those two years confirm a strong and important role for the foundation in supporting the Court, an aggressive fundraising campaign will be undertaken to solidify its base with a substantial endowment. Ongoing.

Publication Resulting from Earlier Research

Judicial Review of Children in Substitute Care

Mary Ann Hartnett 1991

A Chapin Hall Working Paper

CS-28 $5.00

Sponsor: Illinois Department of Children and Family Services

Juvenile courts must work to strike a balance between promoting the safety and well-being of children and respecting due process and the rights of families. This study examined two juvenile courts in Illinois that serve demographically similar children and families, but whose counties (Cook and St. Clair) have significantly different records concerning duration in foster care.

Early Childhood Programs

Cuyahoga County Early Childhood Initiative

Deborah Daro, Bong Joo Lee, Robert Goerge

The Cuyahoga County Early Childhood Initiative is a unique three-year public-private collaborative effort to promote and improve early intervention and supportive services to all children in the county from birth through age five. The initiative consists of five interrelated components: a public education campaign to raise awareness of the importance of a child's first few years of life; a universal home visitation program for every first-time and teenage mother giving birth in the county; an intensive multi-year home visitation program for new parents facing the greatest challenges; expanded health insurance of children of low-income, working families; and enhanced childcare services.

Over the next three years, Chapin Hall, in partnership with colleagues at Case Western Reserve University and the University of North Carolina, will evaluate the success of the Early Childhood Initiative. Chapin Hall's specific role will involve assessing the implementation and impacts of the two home visitation components. Both the universal system of care (i.e., Welcome Home) and the intensive service program (i.e., Early Start) offer unique opportunities to examine the policy and programmatic challenges inherent in taking an intervention "to scale." Through an application of standardized measures, staff assessments, and participant interviews we will examine the extent to which these types of early intervention services produce a measurable impact on a parent's risk for maltreatment and capacity to secure appropriate services for themselves and their children. In addition, the evaluation will assess the impact this initiative has on the quantity of early intervention efforts and on the ability of diverse programs to form effective collaborative relationships. 2002.

Picower Foundation Quality Childcare Initiative of Palm Beach County

Harold Richman, Diana Mendley Rauner

Chapin Hall has been engaged by a consortium of public and private funders in Palm Beach County, Florida, to help develop and implement an evaluation plan for a model program to improve quality and supporting services to childcare centers in the county. The Picower Quality Child Care Initiative is a cooperative effort of the Palm Beach County Children's Services Council, the County School District, the United Way of Palm Beach County, the Palm Beach Department of Children and Families, the County Health Care District, and the Picower Foundation. The initiative aims to develop a model for quality childcare, including health and other social services and parent involvement, that can be replicated throughout Palm Beach County. 2000.

Child and Family Health

Palm Beach County Children's Behavioral Health Initiative Evaluation

Bong Joo Lee, Harold Richman, Joan Costello, Robert Goerge

The initiative is designed to promote positive behavioral health for children in Palm Beach County by providing full-time behavioral health professionals in schools. For the first year of the initiative, Chapin Hall is developing mid- and long-term child outcome evaluation design and is engaged in a program implementation study. The first year program implementation study includes analysis of demographic characteristics of the children in the fifteen target schools using school data and U.S. Census data, analysis of completed student assessment scales, focus groups of behavioral health specialists and teachers, and analysis of flow of the service system utilizing data from the service tracking database. The long-term outcome evaluation design work will include finalizing the outcome indicators, identifying necessary data needs, and specifying an appropriate longitudinal evaluation design. The project is funded by the Quantum Foundation. 2001.

Urban Systems of Care

Gloria Johnson-Powell, M.D., April Payton-Bernard, and Lissette Piedra

In May 1998, the Department of Human Services, Division of Disability and Behavioral Health Services, Office of Mental Health, Metropolitan Children and Adolescent Network, issued a Request for Service Plan to private or public vendors of mental health services. The request was to develop a proposal for Urban Systems of Care (USC), a community-based outreach, advocacy, and support initiative within the existing mental health system. The initiative is designed as a strength-based approach to assist youth and their families who live in specific public housing in Chicago with social and environmental issues that may ultimately evolve into more serious mental health needs.

USC seeks to go beyond the traditional definition of "parent" and "family" to reach out to an extended network of supports, such as grandparents, family friends, neighborhood mentors, and church deacons. This network of support, when connected to a larger system of resources, offers access to an array of services without an attached stigma. This initiative intends to include the child's parent or caregiver as partner in the development and delivery of services, and is intended to be family-focused, community-based, individualized, and comprehensive service delivery. 1999.

Evaluation of the Women's Treatment Center and the Northern Illinois Council on Alcoholism and Substance Abuse

Ada Skyles, Jacqueline Moore

Mothers struggling to overcome substance abuse are often separated from their children during their stays in treatment centers. This separation can be traumatic for both parent and child and may weaken their relationship. In recent years, some treatment centers—such as the Woman's Treatment Center in Chicago and the Northern Illinois Council on Alcoholism and Substance Abuse (NICASA)—have developed innovative programs designed to enhance and maintain the mother-child relationship in participating families throughout recovery. On-site mother-child programs and childcare offer an avenue toward recovery that does not compromise a mother's ability to care for her children. Programs focused on parenting are part of a broader shift in some treatment centers to providing comprehensive support for women attempting to overcome substance abuse. This broader shift comes as recognition that along with parenting problems, women substance abusers often have problems with financial and emotional self-sufficiency, and physical and mental health.

Chapin Hall, in a project funded by the Chicago Tribune Holiday Fund, is conducting an evaluation of the parenting component of the Woman's Treatment Center in Chicago and NICASA. To assess the approach employed by these centers, researchers are examining the experiences of mothers and center staff in the implementation of the parenting programs. 2000.

Economic Programs for Children and Families

Illinois TANF Closed Case Study

Bong Joo Lee, John Dilts

Relatively little is known about the economic well-being of those families and children who leave Temporary Assistance for Needy Families (TANF). An aim of welfare reform was to encourage self-sufficiency among families.

One way to assess the extent of children's and families' self-sufficiency after leaving the income assistance program is to monitor the use of other social services. In collaboration with the Illinois Department of Human Services and the University of Illinois, Springfield, Chapin Hall researchers investigated, among other things, clients' use of other social services at the time of their TANF exits, the patterns of postwelfare employment, what happens in the months following their exit from TANF, and, in general, the effectiveness of TANF in helping its clients become self-sufficient. Through the use of the Integrated Database for Children and Family Services in Illinois (see p. 32), Chapin Hall researchers built a data infrastructure that can be used to track quarterly wages and the use of any of the following services after exit from TANF: Medicaid; food stamps; DHS employment training; childcare; the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); substance abuse treatment; and child welfare services. This project was funded by the Illinois Department of Human Services, 2000.

Effects of Welfare-to-Work Programs in Illinois

Robert Goerge, Bong Joo Lee, John Dilts, Mairéad Reidy

The renewed focus under welfare reform on families' self-sufficiency has led states to reengineer programs that help move welfare recipients into the workforce. New policies, such as the five-year lifetime limit on cash assistance, require policy makers to regularly assess the impact of welfare reform, posing such questions as: Does welfare reform result in an earlier exit from cash assistance? Is there a change in clients' earnings because of reform? Do former recipients return to assistance more or less frequently? Does this shift in practice affect rates of teen pregnancy or staying in school? To answer these questions, Chapin Hall researchers, in a project funded by the Joyce Foundation, compared the outcomes under welfare reform with those under previous welfare policy in Illinois. Using the Integrated Database on Children's Services in Illinois (see p. 32), researchers compared the outcomes of three different groups of welfare recipients since 1990: those who received Aid to Families with Dependent Children (AFDC) support and ended public assistance before the implementation of new programs, AFDC recipients who initiated public assistance before the implementation of new programs and continued after the new the TANF program was introduced, and those who began receiving TANF after the implementation of new programs. Associated publications listed below, 1999.

Outcomes for the Income Maintenance Caseload During Receipt: Caseload Dynamics, Employment, and Earnings in Illinois 1991-1999

Bong Joo Lee, Robert Goerge, John Dilts 2000
A Chapin Hall Discussion Paper
CS-63 $8.00

This paper examines the effect that welfare reform has had on the AFDC and TANF caseloads in the state of Illinois between 1990 and 1999. In particular, the paper looks at the influence of the Work Pays program, which allows TANF recipients to keep much of their cash assistance grants provided that they work at least 30 hours a week. The authors conclude that fewer people have been entering the cash assistance program, more people are leaving the program, and of those who leave, fewer are returning. Prior to the Work Pays program, many people returned to cash assistance four or five months after leaving it. Under Work Pays, use of cash assistance decreased but recipients' earnings also rose, the duration of cash assistance receipt became shorter, and the length of the time periods between episodes of cash assistance grew longer. The authors suggest that these changes may stem from aspects of Work Pays, particularly its earnings disregards.

Outcomes for the Income Maintenance Caseload *After* Receipt: Caseload Dynamics, Employment, and Earnings in Illinois 1991-1999

Bong Joo Lee, Robert Goerge, John Dilts 2000
A Chapin Hall Discussion Paper
CS-65 $8.00

This paper focuses on the outcomes for the income maintenance caseload after receipt of AFDC and TANF. The authors use longitudinal information on reported earnings to track people after they have left the income maintenance caseload to determine whether or not they are working and examine their employment history.

Monitoring Child and Family Social Program Utilization: Before and After Welfare Reform in Four States

Robert Goerge, Mairéad Reidy, Bong Joo Lee, Lucy Mackey Bilaver

Welfare reform may have many positive outcomes, including increased employment and self-sufficiency among welfare recipients and enhanced stability in children's lives through increased family income. There may, however, be unintended consequences for the well-being

of children and for state finances. This project examines the effects of welfare reform on low-income children and families by monitoring changes in children's and families' use of various social programs and their pathways among them. Using individual-level administrative data, the study considers these effects at both the state and community levels in four states: California, Illinois, Massachusetts, and North Carolina. The study is focusing initially on the interrelations between programs currently undergoing substantial change—income assistance, Medicaid, food stamps, and child welfare. To form a baseline from which to measure these effects, the analyses will span the period prior to welfare reform. Future work will incorporate child protection and child support enforcement services. Information on the service pathways followed by children and families among public assistance programs will illuminate whether and how families move toward increased self-sufficiency over time.

Focusing on specific outcomes, such as shorter or longer dependency on programs such as Medicaid or food stamps, changing living arrangements for children, and changing rates of child abuse and neglect or foster care placement, will contribute to our understanding of the effects of reform on the well-being of children and families. Focusing also on how changing rules and eligibility in one program affect take-up and coverage rates in other programs, and establishing whether and how individuals substitute one service for another, will contribute to states' understanding of the "system" effects of welfare reform. The results will support those managing human services at the state and local levels in planning, coordination, and budget management, and they will provide states with important information for responding to welfare reforms.

This work began with a planning grant from the Edna McConnell Clark Foundation. It is now supported by the Annie E. Casey Foundation and the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Associated publication listed below. 2000.

Dynamics of Children's Movement Among the AFDC, Medicaid, and Foster Care Programs Prior to Welfare Reform: 1995-1996

Prepared by researchers at Chapin Hall, The University of California Center for Social Services Research, the University of North Carolina School of Social Work, and the American Institutes for Research 2000

Analyzing the patterns of program utilization by children before and after welfare reform can provide information about how the social safety net programs and human service utilization have been affected by ending the entitlement to cash assistance and placing new work-related requirements on their parents. This paper describes pre-welfare reform program utilization in California, Illinois, and North Carolina in order to understand the caseload dynamics around major social programs and provides a baseline for future follow-up. The researchers trace patterns of children's service use in three programs affected by welfare reform: Temporary Assistance for Needy Families (TANF), Medicaid, and foster care. The data span 1995-1996, the years immediately prior to welfare reform, which was implemented first in 1997.

The paper is available from the Web site of the Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services: http://aspe.os.dhhs.gov/hsp/movement00/index.htm

The Impact of Early Childhood Intervention Programs on Parental Welfare Program Participation

Mairéad Reidy, Robert Goerge

The objective of this research project is to explore the impact of children's participation in an early-intervention child development program—the Chicago Public School-based Child Parent Center Expansion (CPC) educational program. The program serves children in preschool through grade three. Researchers are especially interested in the program's effect on the propensity of children's parents to leave welfare programs and hypothesize that families can be enriched over the long term through their children's participation in a quality education program. Because the multigenerational effect of interventions is an under-researched area of public policy, this research aims to develop new knowledge about the possible links or interrelations between intervening to support child development and changes in families' economic self-sufficiency. The central objective is to identify the rate at which departing a welfare program can be linked to the duration of a child's CPC program participation. Funding has been provided by the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Ongoing

The Patterns of Food Stamp and WIC Participation and Their Effects on Low-Income Families with Young Children

Bong Joo Lee, Robert Goerge, Lucy Mackey Bilaver, John Dilts

At a time when states have new flexibility to design and implement antipoverty programs, decision makers need a clear understanding of the effects of current social programs. Among the most essential to a child's well-being

are food-assistance programs, such as the food stamp program and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC). Chapin Hall researchers investigated how food stamps and WIC contribute to the later health outcomes of low-income children and the self-sufficiency of their families. Using the Integrated Database on Children's Services in Illinois (see p. 32), researchers identified first-born children between 1990 and 1996 and tracked program participation patterns and later outcomes of these children and their families. This research also considered how the two food-assistance programs interact with the cash-assistance program, Temporary Assistance for Needy Families (TANF) – formerly Aid to Families with Dependent Children (AFDC) – by examining the patterns of AFDC/TANF use while families are participating in the food-assistance programs. Using Medicaid payment data, the researchers also examined the effects of participation in the food-assistance programs on two health outcomes: the children's incidence of nutrition-related health problems and their receipt of regular, preventive health care services. The research was supported by a U.S. Department of Agriculture Small Grant made through the Northwestern University/University of Chicago Joint Center for Poverty Research. 1999.

The Dynamics of AFDC, Medicaid, and Food Stamp Use

Mairéad Reidy, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee

Much of our understanding of public assistance is based on an important body of work examining factors that influence exit from and return to, Aid to Families with Dependent Children (AFDC). The AFDC program has rarely been examined in conjunction with in-kind programs, such as Medicaid and food stamps, even though many AFDC recipients used these noncash programs simultaneously, and some continued to use them once their AFDC eligibility stopped. This project broadens this perspective by examining the use of Medicaid or food stamps among families who leave and return to AFDC, now Temporary Assistance for Needy Families (TANF). Drawing on state-level administrative data gathered by the Illinois Department of Human Services and spanning 1989-1997, the researchers explore timing of exit from and transitions across programs among a series of AFDC entry cohorts.

The results illustrate the importance of noncash benefits for those who leave AFDC or TANF and demonstrate that subsequent return to cash assistance depends very much on whether families exit welfare completely (that is, they simultaneously leave Medicaid, food stamps, and AFDC/TANF) or incompletely (that is, they continue to receive Medicaid and food stamps). Those who leave AFDC but continue to claim Medicaid or food stamps are approximately 60 percent more likely to return to AFDC than those who exit completely. However, the findings suggest that noncash programs may ultimately act as a stepping stone toward self-sufficiency.

The findings also suggest that those exiting AFDC/TANF but who continue to receive food stamps and Medicaid are likely to move into the workforce. By contrast, complete exits from the system may result from factors other than work, including, for example, marriage or increased child support payments, or even departure of children from the household. Future work will examine reasons for exit, and in particular, will focus on understanding the nature of complete exits, why those who exit the system completely remain off AFDC longer than those who continue to receive food stamps or Medicaid, and why their subsequent behavior is more difficult to predict.

This research was presented at the 1997-98 Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation/Census Bureau Small Grants Conference on Poverty, Washington, D.C., May 1997. It was supported with funding from the Northwestern University/University of Chicago Joint Center for Poverty Research through an HHS grant. Associated publication listed below. 1998.

The Dynamics of AFDC, Medicaid, and Food Stamps: A Preliminary Report

Mairéad Reidy, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee, Yizu Yeh 1998

Joint Center for Poverty Research Working Paper 48

Over the course of the last 60 years, the United States has developed a series of public programs to aid economically disadvantaged people that involve both cash and in-kind assistance. Much of our understanding of public assistance is based on an important body of work examining factors that influence exit from and return to the most heavily used cash public assistance program, Aid to Families with Dependent Children (AFDC). Over the past two decades, a significant body of work has evolved on AFDC duration and the welfare careers of AFDC recipients.

The AFDC program has rarely shared the spotlight with other in-kind programs, such as Medicaid and food stamps, even though many AFDC recipients simultaneously use these noncash programs, or continue to use them once their AFDC eligibility stops. In this paper, the authors broaden this per-

spective and extend the literature on welfare careers by examining the use of Medicaid or food stamps among families who leave and return to AFDC. The authors use state-level administrative data, gathered by the Illinois Department of Human Services, to create grantee or case level longitudinal data spanning 1989-1997 to address these issues. Using both simple descriptive statistics and a succession of event-history analysis models, they explore timing of exit from and transitions across programs among a series of AFDC entry cohorts, and examine the effects of individual socioeconomic and demographic characteristics on these events.

A complete copy of the working paper may be downloaded from the Joint Center for Poverty Research Web site: www.jcpr.org

Assessing the Role of Community-Based Organizations in the Socioeconomic Adaptation and Incorporation of Immigrants and the Impact of Recent Changes in Immigration and Welfare Laws on Immigrant Groups, Organizations, and Service Providers

Héctor Cordero-Guzmán

This project documented and analyzed the role of community-based organizations (CBOs), and the various social services that they provide, in the socioeconomic adaptation and incorporation of immigrants. The project is also examining the impact of recent changes in immigration and welfare laws on immigrant groups, organizations, and service providers and on the immigrant families and children that they serve. This project is sponsored by the Rockefeller Foundation. 1999.

Developing Data for Research and Policy

The Integrated Database on Children's Services in Illinois

Robert Goerge, John Van Voorhis

The Integrated Database on Children's Services (IDB) is a unique resource for policy and research concerned with children's experiences in the human services system in Illinois. Because the responsibility of each agency is limited and distinct, none currently possesses a complete view of the service history of a family or of the problems with which a family is struggling.

The IDB works to fill this gap in our vision by providing a comprehensive picture of children's use of publicly provided or financed service programs. The IDB is compiled from administrative data—that is, data routinely collected by the agencies for administrative purposes—that have been reformulated and analyzed to inform research, policy, and management. The resulting database reflects the experiences of the entire population of Illinois children who have had contact with the following programs: child welfare, Temporary Assistance for Needy Families (TANF), Medicaid, food stamps, special education, corrections and juvenile justice, mental health, and substance abuse. Because data date back seven to twenty years, the IDB makes it possible to perform longitudinal analyses, tracking trends over time. The database is continually updated and data on new services are added frequently.

With major reforms underway in the human services system, the IDB is a critical source of information on the impact of these changes on children and families. Initial analyses using the IDB, for example, provided, for the first time, an unduplicated count of children receiving publicly supported social services in Illinois. Researchers have most recently been using data from the IDB to support Illinois Department of Human Services staff in planning, implementing, and evaluating programs and policies. DHS, for example, has been actively using welfare-to-work performance measures, developed using the IDB, as a program management tool with local office administrators.

Although the IDB follows Illinois children and services, the analyses frequently have national implications, and Chapin Hall's methods for transforming agencies' administrative data for policy and research uses are being adopted in many states and at the national and international levels. Researchers, for example, are currently collaborating with the state of Massachusetts in developing and performing similar applications. Other applications include Use of Multiple Human Services by Illinois Children and Families and Characteristics of Informal Kinship Care.

The Integrated Database on Children's Services has been developed by Chapin Hall researchers over the last decade with funding from the Annie E. Casey Foundation, the Edna McConnell Clark Foundation, the Spencer Foundation, the Illinois Department of Children and Family Services, and the U.S. Department of Health and Human Services. Associated publications listed below.
Ongoing

Developing an Integrated Administrative Database

Mairéad Reidy, Robert Goerge, Bong Joo Lee, forthcoming

Planning for Human Service Reform Using Integrated Administrative Data

Mairéad Reidy, Robert Goerge, Bong Joo Lee, forthcoming
To be published in *Exploring Research Methods in Social Policy Research* by the Ashgate Publishing Company, Aldershot, UK, M. Little and D. Gordon, editors.

Planning for the integration of human services can be supported by analysis of data from the administrative records of agencies that provide services. The power of these data becomes available to researchers and policy planners when the individual records of services delivered to children and families are integrated longitudinally and across service programs and settings.

In "Developing an Integrated Administrative Database," the authors focus on the methods used to integrate records. They review some of the advantages that administrative data have over sample surveys and other data sources in examining multiple service use by children and families. They outline the steps involved in accessing, integrating, and using administrative data—such as acquiring agency data, maintaining confidentiality, analyzing and documenting data, database design, record linking, creating summary records, and distinguishing patterns of service use—and discuss the key concerns in these processes.

In the second chapter, "Planning for Human Service Reform Using Integrated Administrative Data," the authors illustrate the potential of integrated administrative data to inform human services reform by drawing on the experiences of Illinois state government. Illinois used administrative data to support planning for agency consolidation and for a new service delivery system. The authors focus on how administrative data can inform agency-capacity and case-management planning. They also discuss how integrated administrative data can be used to support efforts by communities to join forces with the state to design and implement effective programs.

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Illinois's Longitudinal and Relational Child and Family Research Database

Robert Goerge, John Van Voorhis, Bong Joo Lee 1994
Published in *Social Science Computer Review*, Fall 1994.

The authors outline the process of creating the Integrated Database on Children's Services in Illinois (IDB) and discuss the validity of administrative data. They address issues involved with setting up an integrated database such as designing a database, receiving permission from agencies to examine their records, linking the records of many agencies to individual clients, maintaining confidentiality, and data management. They note that setting up integrated databases in other states could spur multistate or national studies.

Quick Response Quantitative Indicator Analysis Project

Robert Goerge, Lucy Mackey Bilaver, Bong Joo Lee

Policy makers and program staff frequently need immediate access to accurate and pertinent information to answer pressing questions. In response to requests from the Illinois Department of Children and Family Services (DCFS), Chapin Hall performs quick analyses to provide the DCFS with timely information concerning policy issues. Drawing on the DCFS Integrated Database, Chapin Hall created and maintains a database that stores DCFS computerized administrative records in a research-efficient data structure. Analyses can cover virtually any issue in child welfare, depending on the current needs of policy makers and managers.

In the past several years, Chapin Hall researchers have examined such topics as the experiences of substance-exposed infants and children hospitalized for psychiatric care. Researchers have also conducted analyses related to several major policy changes in the department, including reform of relative-care policies, development of a separate health care delivery system for wards, and applying performance contracting goals to relative and foster care contracts. They have also developed a set of baseline performance indicators for all DCFS service delivery areas, known as Local Area Networks. These have been updated yearly and will be combined in a multiyear time-series volume. Associated publication listed below. Ongoing.

The Health of Children in Foster Care

Lucy Mackey Bilaver, Paula Kienberger Jaudes, M.D. (University of Chicago and La Rabida Children's Hospital and Illinois Department of Children and Family Services), David Koepke (Medical Data Products, SMG Inc.), Robert Goerge 1999

Published in *Social Service Review* (September 1999).

Using Medicaid claims data, the authors compare the health service use and the prevalence of reported conditions among three groups of children: those receiving Aid to Families with Dependent Children (AFDC) who do not enter foster care, those receiving AFDC who subsequently enter foster care, and children in foster care. The research was designed to test the assumption that children in foster care were in poorer health than children receiving AFDC with no foster care experience. By comparing children with similar socioeconomic backgrounds, the authors found that the two groups of children receiving AFDC differed in their health care use. Those who went on to enter foster care were more likely to receive treatment for chronic conditions, primarily those associated with mental health problems, developmental disorders, or mental retardation. Once in foster care, children used more health services than children receiving AFDC.

Data for Decision Making at DCFS

Robert Goerge, Lucy Mackey Bilaver, Lisa Sanfilippo

Based on Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 32), Chapin Hall researchers designed an integrated database for the Illinois Department of Children and Family Services (DCFS). This customized database stores DCFS records and allows for rapid analysis of the information they hold. In 1998, Chapin Hall entered into a contract with the Child and Family Research Center at the University of Illinois to provide research and technical assistance in the use of this database. As part of this project, Chapin Hall researchers are creating a specialized database to monitor the achievement of permanency in out-of-home foster care placements, expanding and updating the documentation of the existing DCFS database, and providing Research Center staff with technical assistance in developing systems and programming. Ongoing.

Policy Analysis, Program Assessment, Evaluation, and Data Analysis: Analysis of State and Local Administrative Data

Robert Goerge, Fred Wulczyn

Chapin Hall has joined a team of research organizations that is providing rapid analyses of important issues to the U. S. Department of Health and Human Services (HHS) under the direction of the American Institutes of Research. The team also includes the UCLA Center for Health Policy Research, the Center for Support of Families, Signalhealth, and Professional and Scientific Associates. Through a task order agreement with the HHS Assistant Secretary for Planning and Evaluation, senior staff at each organization are performing policy or program assessments, developing evaluation designs, and conducting analyses of data, among other research activities. Efforts will cover a broad range of policy issues including welfare reform and managed care in the Medicaid program. Chapin Hall brings to the team its expertise in designing, developing, and analyzing databases that integrate information routinely collected by human service programs. (See the Integrated Database on Children's Services in Illinois, p. 32.) This expertise will be particularly useful for research on the delivery of services to families with severe and multiple problems. 2003.

Neighborhood Effects on Violent Criminal Offending

Bong Joo Lee, John Dilts, Peter Rogan

Chapin Hall researchers are participating in the research project, "Neighborhood Effects on Low-Income Families," sponsored by the National Consortium on Violence Research. The goal of the project is to examine the effects of neighborhood social context on crime by exploiting two quasi-experimental housing-mobility programs in Chicago—the Gautreaux program and Section 8 housing voucher program. Chapin Hall is providing technical expertise in working with various administrative data with a special focus on data linking for the project. In collaboration with researchers at the National Consortium on Violence Research, Chapin Hall is preparing a set of linked datasets on Chicago Section 8 Housing and Gautreaux families through matches to administrative data on AFDC/TANF, Medicaid, food stamp receipt and Illinois State Police criminal offender histories. The project is funded by the National Science Foundation through a subcontract from Carnegie Mellon University. 2000.

Analytic Information Systems

The Core Integrated Database on Child Welfare Services in New York City

Fred Wulczyn, Peter Rogan, Britany Orlebeke, Jennifer Haight, Eileen Sheu

In an attempt to improve permanency rates and service delivery in general, the Administration for Children's Services in the city of New York (ACS) is funding a consortium of researchers to develop information systems that will inform key policy, programmatic, and fiscal reforms in children services.

Extending the methods developed for the Integrated Database on Children's Services in Illinois and the Multistate Foster Care Data Archive (see p. 32 and p. 12), Chapin Hall researchers are developing the Core Integrated Database (CID) on Child Welfare Services in New York City. The database currently contains all foster care service histories for children placed in the custody of New York City, from the early eighties up through the present. During the coming year, researchers will link foster care service histories with abuse and neglect data, and geographic data (including those from the Census), and other datasets, such as those related to education, may also be included.

The CID provides city policy makers with unprecedented detail about the operation of their child welfare system. With the help of Chapin Hall researchers, the city has used this data source to evaluate the performance of contract foster care agencies and to implement a new method of payment for these contract agencies. In addition, throughout the year, Chapin Hall staff members conduct numerous short-term research projects at the request of City staff. City policy makers also have access to the database to conduct their own analyses.

The CID was initially funded by a group of foundations – the Annie E. Casey Foundation, the Charles Hayden Foundation, the New York Community Trust, and the Robin Hood Foundation. The CID is now funded under contract with the New York City Administration for Children's Services. Ongoing.

Measuring Contract Agency Performance with Administrative Data

Fred Wulczyn, Britany Orlebeke, Joseph Kogan

With the help of Chapin Hall researchers, the New York City Administration for Children's Services (ACS) has undertaken the development of a comprehensive new approach to evaluating contract foster care service providers. More than sixty nonprofit agencies, ranging from networks of foster boarding homes to institutions, manage foster care placements for ACS. At any given point in time, approximately 32,200 children in the custody of ACS are cared for under such contracts. (This is almost 80 percent of the total number of children in the city's custody.) As part of the new strategy, each year, Chapin Hall researchers use the Integrated Database on Child Welfare Services in New York City (see p. 32) to measure each agency's performance on a group of key child welfare outcomes: time to reunification, likelihood of reentry after reunification, and time to adoption. Other outcomes, such as the frequency of placement movements and running away, are also being developed under this project. This project is supported by the New York City Administration for Children's Services. Associated publication listed below. Ongoing.

Measuring Contract Agency Performance with Administrative Data

Fred Wulczyn, Britany Orlebeke, Elan Melamid
Published in *Child Welfare*, Volume 79, Number 5.

In this article, the authors use administrative data to analyze the relative performance of contract agencies that provide foster care services to children who have been placed in the custody of the New York City Administration for Children's Services. The article examines how long it took children placed in foster care to return home to their families. While holding characteristics of the child and his or her placement history constant, authors studied the time it takes children to go home, given the agency with which they were placed. The objective was to determine whether credible empirical evidence could be developed that points to an independent effect on length of stay that is associated with the agency providing care. Results show that agency-level reunification rates are rather widely distributed around the mean reunification rate, indicating that contract agency performance differs with respect to the time to reunification.

Implementing Web-Based Technology for Performance Monitoring for the Administration for Children's Services, New York City

Fred Wulczyn

As part of its child welfare reform efforts, New York City has begun using outcomes-based contracts with its agency providers. This project will enable these agencies to access their historical data on a secure, web-based interface and to analyze these data and their ongoing performance in the framework of the measures rewarded in ACS's new outcomes-based contract. The project includes developing two

types of web-based reports for contract agencies. First, provider agencies will be able to view demographic and service information about each child in their care. These are data that agencies submitted to the state and that have been consolidated by Chapin Hall. An agency will also be able to compare a child's information with summary information on other children in the agency and with averages for children in the city as a whole. The second set of reports will let agencies understand how performance baselines were created for their agency from their historical data and how these baselines relate to the pool of reinvestment funds that the agency may earn in the new outcomes-based contract.

The project is being carried out as a collaboration between Chapin Hall Center for Children at the University of Chicago and Provision Planning, a public sector consulting company located in Cambridge, Mass., and is being funded by the Annie E. Casey Foundation. The new tools will be available this fall for neighborhood-based child welfare agencies that have foster care contracts under NYC's STAR Program, which is part of the Administration for Children Services Reform Plan, 2000.

Reinvestment of Foster Care Revenue in New York City

Fred Wulczyn, Britany Orlebeke

Using the Integrated Database on Child Welfare Services in New York City (see p. 32), Chapin Hall researchers are assisting the New York City Administration for Children's Services (ACS) with the implementation of a new method of payment for its child welfare service providers that is fundamentally different from previous practice. Under the new approach, child welfare services contractors will receive foster care payments from ACS based on their historical foster care provision patterns, adjusted for the current compositions of their caseloads. If children in their care experience fewer foster care days than anticipated, the agencies may apply the resulting savings to other child welfare purposes such as prevention or family support services. The Dartington Social Research Unit is a subcontractor on this effort. Dartington's protocol for matching needs and services is being used as part of a community planning process that brings together professionals, managers, children, and families together to jointly plan programs of intervention.

This policy change is designed to serve two purposes: to reverse the incentive structure in the current system, which rewards placing and keeping children in foster care; and to redirect support to other services at the community level as funds are made available by reduced reliance on foster care. This project is supported by the New York City Administration for Children's Services (ACS). Ongoing.

An Assessment of Contract Agency Capacity in the Washington, D.C., Child Welfare System

Fred Wulczyn, Britany Orlebeke, Emily Zimmerman

At the request of the Office of the General Receiver, Chapin Hall conducted a survey of the private agencies providing child welfare services to the children and families of Washington, D.C. The purpose of the survey was to gather information about the types of services now provided within the existing provider group, the populations served by those providers, the capacity of the providers and their interest in expanding their array of services by enhancing their base or developing new services.

This project is part of a larger initiative designed to establish a unified system of service delivery for child welfare services. The project sought to understand the emerging needs of children and families in order to match service capacity with client needs. The initiative also aimed to develop a payment system that would explicitly link performance and outcomes. 2000.

Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies

Bong Joo Lee, Fanli Zhao

Chapin Hall researchers worked with the Massachusetts Department of Revenue and the U.S. Department of Health and Human Services to develop the Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies (LDB). In the first stage of work, researchers used the computerized administrative files of several Massachusetts state agencies to construct a longitudinal database. The database includes administrative data from publicly funded antipoverty programs, including Temporary Assistance for Needy Families (TANF), Medicaid, and food stamps, as well as child support enforcement, wage reporting, and new-hires data from the Massachusetts Department of Revenue. In the second stage of work, Chapin Hall provided technical support to enable the Massachusetts Department of Revenue to maintain and expand the data-

base. The LDB was augmented with additional administrative files, including foster care, abuse and neglect, child care, and employment services data. 1999.

Developing Indicators to Monitor the Effects of Welfare Reform in Massachusetts

Bong Joo Lee, Peter Rogan

This project sought to develop research capacity within the Massachusetts commonwealth government to monitor the effects of welfare reform. The research capacity built on the infrastructure for research on social service programs that the Massachusetts Department of Revenue Child Support Enforcement Division and Chapin Hall initiated. The project goal was to develop a set of outcome indicators to monitor the effects of welfare reform using the Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies. The project was funded by the Massachusetts Executive Office of Health and Human Services. 1999.

PRIMARY SUPPORTS FOR CHILD AND YOUTH DEVELOPMENT

It is critically important to support the healthy development of children with the same vigor and commitment that is given to services aimed at addressing their problems. The term *primary supports* captures an array of activities, facilities, and events designed to support the normal development of children and youth. These include organized team and individual sports; faith-based and secular youth groups; art, music, and drama programs; libraries and parks; and other organized and scheduled opportunities that provide occasions for teamwork, tutoring, mentoring, entrepreneurship, and community contribution. They frequently involve exposure to such community resources and the development of habits that can support knowledge acquisition and affective well-being throughout a lifetime.

Current and Recently Completed Work in Primary Supports

Most of Chapin Hall's work in primary supports falls into one of two categories—the exploration of **concepts, approaches, and issues** important to the development of the field on one hand, and the **documentation and evaluation** of programs on the other. Much of the work in both categories builds on long-term institutional interest and investments in this area.

Exploring concepts, approaches, and issues. Exploratory work in this area has included assessing the scope of primary supports available to children in Chicago. For example, a recent study on arts opportunities available to young people in Chicago was designed to help policy makers, researchers, and advocates plan, assess, and promote arts programs for young people.

Chapin Hall researchers have also analyzed the philosophical and organizational approaches that influence the activities of youth-serving agencies. A long-standing research area is the multifaceted exploration of the role of caring in the provision of services that support youth development. Examinations of caring, underway at Chapin Hall for more than half a decade, have reached a substantial peak with this year's publication of *"They Still Pick Me Up When I Fall": The Role of Caring in Youth Development and Community Life*. This book represents not only the culmination of a significant and pathbreaking line of Chapin Hall research, but also an effort to reach out to additional audiences with the ideas drawn from Chapin Hall's work.

The operational issues important to the primary supports field have also been a recent focus of researchers' attention. This work is yielding a growing body of writing on matters of management—such as funding sources and corporate organization—not only in primary supports organizations and programs but in the nonprofit sector more broadly. This is appropriate given both the central role of the nonprofit sector in the field of primary supports and the growing need for attention to management issues to ensure the effectiveness and viability of organizations in the nonprofit sector.

Program documentation and evaluation. Chapin Hall's work with individual primary supports programs is an important source of learning for both the programs documented or evaluated, for the field, and for Chapin Hall. A variety of current or recently completed projects focus on such topics as the use of volunteer resources, the status of after-school programs in major cities, the youth development role of libraries, and the efforts of a new children's museum to support the development of the children who live in its neighborhood. Much of Chapin Hall's primary supports work—because of its grassroots, community focus—can be useful to practitioners and service providers. In recognition of this, substantial efforts are underway to make this work available and easily accessible to practitioners. One example is Chapin Hall's documentation of the After-School Action Program, which will be published in January 2001 in *CYD Journal: Community Youth Development*, a periodical read by program managers and staff. Similarly, a number of pieces derived from research on what excites museum staff members about museums, have appeared recently in journals and books for museum professionals. Another place that writing on primary supports projects is available is on the Chapin Hall web site. All new work published by Chapin Hall is available for downloading at no cost.

Projects and Publications

The remainder of this section presents descriptions of current and recently completed projects in Primary Supports. Any publication resulting from a listed project, published by Chapin Hall or others, is described below that project. Publications resulting from earlier projects are presented separately.

Exploring Concepts, Approaches, and Issues

After School Matters

Harold Richman, Joan Wynn

Chapin Hall staff are helping to plan After School Matters, a new private-public partnership committed to increasing the quantity and quality of out-of-school time opportunities for 10 to 18 year olds in Chicago. After School Matters will concentrate on a cluster approach, anchoring activities around city schools, parks, and libraries located close to each other. These facilities will serve as a single campus, providing spaces for activities and places in which schools, parks, libraries, community agencies, businesses, and others can work together on behalf of young people. In six pilot neighborhoods, After School Matters will begin by focusing on expanding opportunities in the arts, sports, and technology, each with a community service component. Planning support has been provided by the Robert Wood Johnson Foundation and the Michael Reese Health Trust. 2000.

Out-of-School Time Research Program

Robert Chaskin, Robert Goerge, Bong Joo Lee, Diana Mendley Rauner, Harold Richman, John Schuerman, Samuel Whalen, Susan Campbell, Ralph Hamilton, Joan Wynn

In tandem with the creation of the After School Matters initiative, Chapin Hall staff are developing a research program to assess the progress of the initiative and to address some of the fundamental research questions associated with investments in out-of-school-time activities. These questions include the dynamics of youth participation, the impact of such investments on individual youth and in communities, and the effects of developmental and early intervention programming on the demand for and utilization of more specialized services later on. Funding for the development of this research has been provided by an anonymous donor. Ongoing.

Primary Supports: Developing a Field of Research and Action for Children, Families, and Communities

Joan Costello, Diana Mendley Rauner, Harold Richman

Primary supports is a term developed at Chapin Hall to provide both an overarching concept and a single name for a range of rich and diverse, but largely disconnected, activities, services, and institutions that support the development of young people. These include after-school programs; organized sports; art and drama groups; the resources of neighborhood and civic institutions such as libraries, parks, museums, and community centers; and opportunities for youth to be entrepreneurial and contribute to their communities. Chapin Hall researchers have been interested in calling attention to the often-underacknowledged potential of these supports—not only for children and youth, but also for the families and communities in which they live—and they were interested in understanding how primary supports work, especially when they are most successful.

The researchers also brought a systems perspective to bear on this work. They have sought to understand whether the potential of primary supports could be increased by having the largely disparate array of primary supports activities come together with a sense of common enterprise on behalf of young people, and by connecting them more closely to the services designed to address problems, such as services for abused, neglected, or disabled children. Currently, such diverse activities and affiliations as museums, sports leagues, and church-based youth programs tend not to see themselves as part of a common endeavor. Nor do many of the policy makers, funders, researchers, and others concerned about the health and welfare of children and families appreciate the potential of primary supports as if they were considered a "sector" of social services. What would happen if they did? Would primary supports become more effective by taking increased advantage of the possibilities for learning and cooperative action across individual programs? Would additional programs be established to improve the training of those who work with youth in such settings? Would we see more research on the value of primary supports in pre-

venting problems and promoting positive childhood development? Would public and private funders be moved to increase the resources they make available to primary supports?

With the support of the Elizabeth Morse Charitable Trust, Chapin Hall is examining the range of primary supports currently offered in Chicago, the fundamental ideas underlying primary supports, and the issues associated with viewing them as a more unified endeavor. The Center is seeking to shape a coherent field of research from fragmented information and ideas, a limited body of existing research, and little systematic documentation of these programs and activities. Through a series of studies and related activities, researchers aim to increase understanding of primary supports and their importance in the development of young people. (The current studies in this series are described below, with the support of the Elizabeth Morse Charitable Trust noted.) Associated publications listed below, 1999.

Forging Working Relationships Between Public Libraries and Community Organizations

Joan Costello, Beatrice Julian 2000

Published by the American Library Association in *Unattended Children in the Public Library: A Resource Guide*.

Public libraries forge working relationships with other community organizations to fulfill and extend traditional library missions. Although prompted by the need to address young people's increasing demands for library space and services during nonschool hours, these working relationships can set the stage for sharing common responsibility for young people. The chapter addresses ways in which discussions around a common table can begin to strengthen community safety nets that offer both social supports and social controls to young people.

Determinants of Youth Participation in Primary Supports: What Can Be Learned from Research?

Eric Lock, Joan Costello 2000

A Chapin Hall Working Paper

PS-31 $5.00

What motivates adolescents to participate in organized activities – those the authors term *primary supports* – and what sustains their involvement? The authors begin this article by proposing conceptualizations of participation, and move on to examine a number of variables linked in the research with participation levels. These variables are demographic characteristics, school achievement, educational history (of both youth and parents), parents' attitudes and beliefs, individual psychology, peers, and program structure. The authors explore social psychological models of youth participation, a sequential specificity approach, and the field of "leisure constraints" in an attempt to further understand participation. In the final section, they distill lessons learned from the literature on this subject.

Administrative Resources and Supports for Grassroots Youth Programs: The Challenges to Providers and Ideas for Targeted Support

Susannah Quern, Diana Mendley Rauner 1998

A Chapin Hall Working Paper

PS-20 $5.00

Sponsor: Elizabeth Morse Charitable Trust

The authors undertook this study to identify the primary administrative challenges facing small grassroots agencies serving children, to assess the administrative resources available to them, to identify obstacles to using these resources, and to develop new ideas and strategies for supporting grassroots programs. The authors noted a tension between program and service priorities on the one hand, and administrative functions on the other. This paper explores that tension, and concludes with several recommendations, primarily based on the notions of collaboration and resource networks, that may help grassroots organizations to meet their administrative needs without compromising programs and services.

Cooperating to Survive and Thrive: Innovative Enterprises Among Nonprofit Organizations

Amelia Kohm 1998

A Chapin Hall Working Paper

PS-18 $5.00

Also published in *Nonprofit World*, Volume 16, Number 3

Over the last 10 years, incubators for fledgling programs, contractual relationships among nonprofits, and various types of networks, cooperatives, and membership organizations have emerged in cities nationwide. These arrangements are intended to capitalize on economies of scale found in large organizations while maintaining the character, philosophies, flexibility, and community responsiveness of smaller ones. This paper provides an initial view of some endeavors of this kind. The author concludes that improved facilities, more sophisticated technologies, higher-quality management services, and more comprehensive employee benefits – all at reduced costs – are among the potential benefits of these arrangements. In addition to exploring the challenges that face organizations undertaking this kind of effort, the author describes the positive results, including improved information sharing and more efficient distribution of scarce resources. (For information on a related project, see A Study of Strategic Restructuring Among Nonprofit Social Service Organizations in the U.S., page 44.)

Exploring the Scope of Primary Supports in an Urban Area

Amelia Kohm, Sunil Garg 1998
A Chapin Hall Working Paper
PS-19 $5.00

In order for policy makers, funders, researchers, and others concerned with the well-being of children and families to appreciate and act on the potential of primary supports, more information is needed about their scope and availability and about the degree and kinds of financial support allocated to these activities and resources. This paper explores the possibility of gaining a general appreciation of the prevalence and financing of primary supports in Chicago, with particular attention to the Grand Boulevard community. Although it is not possible to inventory all of the activities, facilities, and events that make up the primary supports sector, the authors have attempted to enhance understanding of the value and limitations of currently available information and to frame recommendations about the types of studies and databases that might facilitate an increased understanding of the primary supports resources currently available.

Caring and Youth Development

Diana Mendley Rauner

One of the major conceptual tasks of the primary supports field is describing the mechanisms by which primary supports programs influence and enhance development. A key defining feature of successful primary support programs is an atmosphere of caring, in which young people can develop relationships with caring adults and experience norms of behavior that stress mutual respect and responsibility. Over the past decade, Chapin Hall has worked to develop the concept of caring as a meaningful input and outcome in youth work. Chapin Hall's work in this area began with the Lilly Endowment's Research Grants Program in Youth and Caring and has continued in research and dissemination projects designed to increase understanding and awareness of the concept among researchers and practitioners.

This current project involves the research and writing of a book, *"They Still Pick Me Up When I Fall": The Role of Caring in Youth Development and Community Life*, meant to reach parents, youth workers, and policy makers. The book makes the case for the need to redirect youth programming and youth-serving organizations, including schools, toward the practice and experience of mutual, responsible relationships. Caring is shown to be a way to talk about the work being done by many in diverse fields, so as to emphasize that all are engaged in a common endeavor. The volume was published in August 2000 by Columbia University Press. Associated publications listed below, 1999.

"They Still Pick Me Up When I Fall": The Role of Caring in Youth Development and Community Life

Diana Mendley Rauner 2000
Published by Columbia University Press.

Written for youth workers, policy makers, and parents, this book is an argument for the importance of caring and social responsibility both in the environments we create for young people and in our expectations of what they should become. It offers a window into the experiences of successful youth programs through the eyes of young people and adults, combined with analyses based on an extensive review of relevant research. The book attempts to make concrete the ideals of caring interactions by articulating specific habits and behaviors that constitute care by individuals, and specific practices and policies that characterize caring organizations and caring societies. The book emphasizes the practice of care, drawing on exemplars to demonstrate how the fundamentals of caring practice are similar in face-to-face encounters, caring organizations, and a caring society. Each chapter begins with a profile of a youth-serving organization, drawn from the fields of education, youth work, and counseling. The rest of the chapter frequently refers to the experience of these organizations, weaving the words of the youth and adults involved together with a discussion based on extensive research and knowledge of youth development.

Columbia University Press
61 W. 62nd Street
New York, NY 10023
Phone: 212/459-0600

Youth and Caring: Developing a Field of Inquiry and Practice

Robert Chaskin, Theresa Hawley 1994
A Chapin Hall Report
PS-12 Free of charge, courtesy of the Lilly Endowment

This report explores the conceptual foundations and summarizes the efforts of the Lilly Endowment's Research Grants Program on Youth and Caring, launched in 1989. It investigates the dimensions and usefulness of the concept of "caring" as a behavioral construct – to map out a new field of inquiry based on the power of this commonly used but underexamined concept, which includes, but is not limited by, such characteristics as empathy, altruism, prosocial behavior, and efficacy.

The report also explores ways in which environments and services can better engender and support caring attitudes and behavior in youth. Chapin Hall managed the program on behalf of and with funding from the Lilly Endowment, with assistance from a national advisory committee.

A *Kappan* Special Section on Youth and Caring

Robert Chaskin, Diana Mendley Rauner 1995
Reprint from *Kappan* (May 1995).
PS-15 $5.00

The editors provide an overview of the concept of "caring" as a field of inquiry in child and youth development, describing various research projects funded by the Lilly Endowment as part of their Research Grants Program on Youth and Caring (see publication above), and briefly summarizing their findings. These research projects sought to understand how individuals and institutions can care effectively for young people and develop in them the capacity to care effectively for others. Additional articles in this special issue were authored by Nel Noddings, Joan Lipsitz, and Joyce Epstein, among others. Topics explored in these articles include a rationale for the importance of caring, students' views on caring, the effectiveness of family workshops on caring in a middle school setting, and school/family/community partnerships concerned with caring for children.

The Contributions of Caring to Community Building

Rebecca Stone 1997
A Chapin Hall Working Paper
PS-17 $5.00

This paper presents a preliminary exploration of the usefulness of "caring" as a framework for understanding certain elements of community change, specifically its relevance for the current community-building efforts seeking to reinforce or reinvigorate social, economic, and physical assets of communities for the support of children and families. The paper posits that community building shares with caring some crucial assumptions about the importance of social connectedness to community strength, the need for social participation and involvement to build a sense of belonging, and the values of commitment and reciprocity. Both caring and community building, therefore, can be seen as inputs to other outcomes, as contexts for successful development, and as orientations for pockets of effort.

Evolution of Primary Supports

Susannah Quern, Darchelle Garner, Diana Mendley Rauner

As part of Chapin Hall's ongoing effort to explore and promote primary support programs, this study looks at the ways in which public and private funding to primary support organizations has changed over time, and at how the changes have influenced the missions and strategies of these organizations. Over the past two decades, public funding for child care and for specialized services has grown sharply; trends for primary support activities such as recreation, arts, and other enrichment programs are less clear. However, it is clear that many of the agencies that have traditionally provided primary supports have been markedly altered by new funding streams and priorities, and their primary supports offerings have been affected as well. The researchers found that funding and mission changes have affected aspects of primary supports such as ages served, enrollment, staffing, and programming. It is hoped that this study will influence a public dialogue about the need for and availability of funding for primary supports in both the public and private sectors. The Elizabeth Morse Charitable Trust supported this project. Associated publication listed below. 1999.

The Evolution of Youth Programming: Implications of Funding Trends and Agency Policies for Program Offerings

Susannah Quern, Diana Mendley Rauner, Darchelle Garner 2000
A Chapin Hall Working Paper
PS-25 $5.00

Public funding for categorical services for at-risk and troubled children has surged into many traditional youth-serving agencies over the past decade, reshaping the profile of their services, and, in some cases, altering their missions. It has also had an indirect effect on the provision of the youth development programs that have traditionally been a large part of these agencies' activities. In this working paper, the authors examine some of the changes that have occurred in the area of primary supports, and how they have both influenced and been influenced by changes in funding, staffing, and other guidelines. Among these changes are a focus on younger children (particularly ages zero to four years) and a "specialization" of services, to concentrate on areas such as substance abuse, foster care services, and teen pregnancy. These programs have been required to spend more money on items like insurance and credentials rather than providing more programs for children. Further, rather than catering to children of all ages and operating on a drop-in basis, these programs are forced to limit the number of youths that participate. Perhaps most important, the new regulatory environment in which youth-serving agencies operate has made even more traditional primary supports programming more expensive to mount and more difficult to fund.

How History, Ideology, and Structure Shape the Organizations that Shape Youth

Joan Costello, Mark Toles, Julie Spielberger, Joan Wynn

This project examined the ways in which organizational factors help or hinder the promotion of youth development in organizations in the three human services sectors that interact with youth on a regular basis. The product of this effort is a chapter included in *Youth Development: Issues, Challenges, and Directions* published by Public/Private Ventures. 1999.

History, Ideology, and Structure Shape the Organizations that Shape Youth

Joan Costello, Mark Toles, Julie Spielberger, Joan Wynn 2000

Published by Public/Private Ventures.

The authors consider historical perspectives on youth and the role of the youth development movement in calling attention to the undeveloped opportunities that exist within human service organizations. They also suggest that attention might best be paid to how organizations can examine the level of youth involvement they permit and consider ways to enhance the involvement of young people to the mutual benefit of youth and the organization. Finally, they recommend that the promotion of youth development within organizations would benefit from a neighborhood locus, a public awareness campaign following the model used in public health initiatives, and research on the migration of good practices.

Building a Knowledge Base for Arts Programs for Children and Youth in Chicago

Joan Costello, Amelia Kohm, Adrienne Falcón, Beatrice Julian, Jennifer Fenton

Although numerous arts programs for youth exist in Chicago, there is little research to help funders, policy makers, researchers, and advocates effectively plan, assess, and promote arts programs for young people. Chapin Hall recently undertook a study, with funding from the Elizabeth Morse Charitable Trust, the Rockefeller Foundation, and the Illinois Arts Council, to begin to build a knowledge base about arts programs for young people. Chapin Hall researchers identified 498 visual, performing, and media arts programs for children and youth in Chicago and closely examined eighteen programs representing different sizes, missions, operating styles, and participant populations.

The researchers found that although parks, social service agencies, and recreation groups are the primary providers of arts experiences to young people in Chicago, they often have trouble garnering resources for these programs because many funders prefer to contribute to programs offered by traditional arts organizations such as museums and theaters. Researchers also found that experiences in arts programs offer important complements, additives, or sometimes correctives to school experience. Program participants, especially teens, often reported that they feel lost when at school, that no one really knows them there. By contrast, many described feeling supported and recognized as individuals in arts programs. Associated publications listed below. 1999.

Arts Opportunities for Young People in Chicago

Amelia Kohm, Joan Costello, Jennifer Fenton 2000

A Chapin Hall Discussion Paper

PS-26 $8.00

Arts Opportunities for Young People in Chicago: A Summary of Highlights

Amelia Kohm 2000

PS-29 $4.00

The authors of this paper examined the scope and character of nonschool arts opportunities for young people in Chicago. Whereas earlier studies have looked at programs deemed exemplary or those that focus on at-risk children, this was an effort to take stock of all programs for children within a geographic area. Through a citywide survey, the research team identified 498 programs that offer arts experiences during out-of-school time. Researchers found a striking depth of experience among staff and young people involved in arts programs, experience that often is not fostered in school. This paper details how the types of activities that children participate in influence their lives in a variety of ways. Other issues, such as reasons for participation and the importance parental support, are also discussed.

Children's Literacy Development in School-Age Programs

Robert Halpern, Julie Spielberger

The purpose of this project is to increase our understanding of current practices in, and the most appropriate roles for, after-school programs in fostering low-income children's literacy, in order to provide a foundation for improved policy and practice. Nationally, there is strong concern about the academic performance of children in public schools, and after-school programs are increasingly looked to as a way to remediate poor literacy skills. At the same time, there is concern that focusing too narrowly on reading and writing in the context of doing homework in

after-school programs will result in neglect of other areas of child development, which also support literacy and academic development.

This project builds on the work Chapin Hall has done in the MOST evaluation, an evaluation of an after-school programming initiative (see the next section, Program Documentation and Evaluation). This work will increase understanding of the appropriate role of after-school programs in supporting low-income children's emerging literacy, the realities of after-school program resources, and the roles of other developmental settings. It will make recommendations on prerequisites, principles, and ideas for good practice with regard to promoting literacy in after-school programs and to addressing obstacles to good practice.

Funded by the DeWitt Wallace-Reader's Digest Fund, the study will employ multiple methods of data collection to obtain information on the current range of literacy practices in after-school programs serving low-income children, and the factors that shape prevailing practices; and to identify and describe exemplary purposes, approaches, practices, and activities for children's literacy development. These include a questionnaire survey, face-to-face interviews, and program observations. 2001.

A Study of Strategic Restructuring Among Nonprofit Social Service Organizations in the U.S.

Amelia Kohm

Rising community needs and decreased federal funding, among other challenges, have forced many social services and other nonprofits to adjust their approaches to administration and management. One approach, called "strategic restructuring" refers to a range of organizational partnerships, from jointly managed programs and consolidated administrative functions to full-scale mergers. It appears that an increasing number of nonprofits are engaging in such integrations to decrease administrative expenses, increase management quality, deliver more highly integrated services, and better position themselves in the face of increased competition. Despite growing interest in strategic restructuring, information on the formation and outcomes of such partnerships is sparse. To understand strategic restructuring better, Chapin Hall is collaborating with Strategic Solutions, a project of the consulting firm La Piana Associates, Inc., in an effort to promote greater understanding of this strategy. The purpose of the study is to build understanding of the types of strategic restructurings that exist among social service and cultural nonprofits, the benefits and challenges of various strategies, the lessons from organizations that have tried strategic restructuring, and the impact of strategic restructuring on the nonprofit and social service sectors.

Phase I, which was supported by the Nonprofit Sector Research Fund of the Aspen Institute and the Lilly Endowment involved a survey of 192 nonprofits involved in strategic restructuring around the country. Plans for Phase II, which will focus on in-depth case studies, are underway. Associated publication listed below. 2002.

Strategic Restructuring: A Study of Integrations and Alliances Among Nonprofits in the U.S., Report on Phase I

Amelia Kohm, David La Piana, Heather Gowdy 2000
A Chapin Hall Discussion Paper
PS-24 $8.00

The nonprofit landscape is changing. Due to a variety of forces, many nonprofit organizations are looking at new ways to manage and finance their programs, including an approach called "strategic restructuring." Strategic restructuring occurs when two or more independent organizations establish an ongoing relationship to increase their administrative efficiency and/or further their programmatic mission through shared, transferred, or combined services, resources, or programs. Strategic restructuring ranges from jointly managed programs and consolidated administrative functions to full-scale mergers. The need among nonprofits for information in this area is great. Only a small amount of research has focused on nonprofit mergers and virtually none on other types of consolidations and integrations.

To learn more about strategic restructuring, Chapin Hall and Strategic Solutions, a project of La Piana Associates, Inc., conducted Phase I of a two-part study on these types of partnerships. The study was supported by The Nonprofit Sector Research Fund of the Aspen Institute and the Lilly Endowment. The research team surveyed 192 nonprofit social services and cultural organizations that volunteered to share their strategic restructuring experiences. The discussion paper includes a literature review, description of the research methodology, findings from the Phase I survey, profiles of organizations involved in various types of strategic restructuring partnerships, and an overview of plans for Phase II of the study.

This report has received a great deal of attention and interest in the nonprofit and philanthropy worlds. Articles on the findings have appeared in *The Chronicle of Philanthropy, Nonprofit World, Foundation Giving Watch, Front and Center,* and several web sites. Additionally, an excerpt of the report appears in *Nonprofit Mergers: The Power of Successful Partnerships*, forthcoming from Aspen Publishers.

Publications Resulting from Earlier Research

ASAP: The After School Action Programs in Chicago's Uptown-Edgewater Community

Gary Barker 2001

Forthcoming in *CYD Journal: Community Youth Development*.

This article is based on a case study of ASAP, an organization that links young people to programming opportunities beyond the confines of their inner-city neighborhoods. The author describes ASAP's role and context, outlines the constraints under which it operates, and highlights its strategies and its successes. Calling its collaborative efforts exemplary, the author also identifies the circumstances under which ASAP may be appropriate as a model for other youth agencies.

Resource Guide: Strengthening the Youth Work Profession

Renae Ogletree, Sylvan Robb 1996

A publication of the DeWitt Wallace-Reader's Digest Fund.

This guide, produced by Chapin Hall for the DeWitt Wallace-Reader's Digest Fund Training Conference, contains descriptions of materials for the development of the youth work field produced by such Fund grantees as Girls Incorporated, Boys and Girls Clubs of America, and Junior Achievement. The materials reviewed in the guide deal with staff development, definition of the professional field of youth work, programming, evaluation, and marketing.

To order contact:
DeWitt Wallace-Reader's Digest Fund
Two Park Avenue, 23rd Floor
New York, NY 10016
Phone: 212/251-9700

Children, Families, and Communities: A New Approach to Social Services

Joan Wynn, Joan Costello, Robert Halpern, Harold Richman 1994

A Chapin Hall Report

PS-10 $12.00

Sponsor: Ford Foundation

This report explores the potential benefits of a major shift in children's policy -- from a focus aimed almost exclusively at reacting to problems to a focus that would both enhance child development and family functioning and respond appropriately to problems as they arise. The report describes in detail the major elements of a reconfigured system of primary supports and social services. Such a system would include the creation of community-based planning and governance groups to launch the process of system development; the enhancement of primary supports to allow them to work more effectively, both separately and as part of a new system; the development of mechanisms to allow collaboration between the largely privately supported primary supports and the largely publicly financed specialized services; the development of organized training opportunities for providers of both specialized social services and primary supports; and the improvement of access to services for children and families. This volume, published with support from the Lilly Endowment, has been in great demand among a range of interested parties, including public policy makers, private service providers, and foundation sponsors of child and family programs. It has also been cited widely in educational, policy, and social resource journals and other publications.

Sports and Recreation for Chicago Youth: Existing Services, Opportunities for Improvement

Diana Mendley Rauner, Laurence Stanton, Joan Wynn 1994

A Chapin Hall Working Paper

PS-11 $5.00

Sponsor: Chicago Community Trust

Although it is widely believed that sports and recreation activities contribute much to children's development, Chicago children were once at special risk of finding such activities denied them. In 1992, the Chicago Board of Education threatened to eliminate all funding for sports and extracurricular activities from its budget. At the same time, there was a growing perception that the Park District had failed to provide adequate recreational opportunities for Chicago youth. Focusing on the Chicago Public Schools and the Chicago Park District, this paper presents a picture of the situation at the time the paper was written and offers policy recommendations that might improve the availability and quality of activities for youth. The recommendations were used in a reform initiative by the Chicago Park District, and the paper was distributed to an audience including the Chicago Community Trust, major public providers of recreational activities, and task forces that have been convened to discuss the needs of youth in Chicago. Although the report focuses on Chicago, it profiles efforts in eight other cities to plan for, provide, and finance recreational activities and other services.

Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

This series examines children's services as they were being offered and had been offered over the past 75 years in metropolitan Chicago and proposes an alternative approach. The new approach suggests the integration of services in communities in ways that would aid children and youth with problems while promoting the healthy development of all. (For information on the Chicago Community Trust's use of the ideas presented in this study, see Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative, p. 47.)

Vol. 1: Chicago and Its Children: A Brief History of Social Services for Children in Chicago

Deanna Silberman 1991
A Chapin Hall Working Paper
PS-06 $5.00
Sponsor: Chicago Community Trust

Vol. 2: A Demographic Portrait of Children in Chicago

Stephen Grant, Beth Osborne Daponte 1991
A Chapin Hall Working Paper
PS-07 $5.00
Sponsor: Chicago Community Trust

Vol. 3: Children's Social Services in Metropolitan Chicago

Roland Kulla, Phyllis Richards 1991
A Chapin Hall Working Paper
PS-08 $5.00
Sponsor: Chicago Community Trust

Vol. 4: Children's Services in Metropolitan Chicago: Directions for the Future

Harold Richman, Joan Wynn, Joan Costello 1991
A Chapin Hall Working Paper
PS-09 $5.00
Sponsor: Chicago Community Trust

The Availability and Use of Community Resources for Young Adolescents in an Inner-City and a Suburban Community

Julia Littell, Joan Wynn 1989
A Chapin Hall Working Paper
PS-04 $10.00
Sponsors: William T. Grant Foundation, Robert R. McCormick Tribune Foundation

The authors of this paper started from the position that community resources play an important role in children's lives and that systematic inclusion of these resources in policy planning would benefit children. Many have observed large disparities in the availability of such resources in affluent as opposed to impoverished communities, but few studies have looked closely at this issue. This working paper presents the results of an exploratory study of resources for sixth, seventh, and eighth graders—1,000 youth aged 11 to 14 years—in an inner-city and a suburban community in the Chicago area. The researchers found more than three times as many activities available in the suburban community as in the inner-city community. They also explored children's and parents' perceptions of the positive and negative aspects of young people's participation in organized and informal activities, and identified additional resources that children and parents thought were needed in their communities. Drawing on the study findings, the authors began to frame a policy discussion about the use of community resources in enhancing the development of young people, and to develop methods for further research in this area. As one of the few empirical studies that documents the disparities in developmental opportunities for children in communities, this study has been in steady demand since it was conducted.

The Impact of Liability Insurance Problems on the Delivery of Services to Children: An Intersection of Uncertainties

Joan Wynn 1988 (revised edition)
A Chapin Hall Working Paper
PS-03 $10.00
Sponsor: Allstate Foundation

This paper reports on a study of how services to children are affected by exposure to liability and by fluctuations in the availability and cost of liability insurance. The author describes the basic operation of the civil justice system, in which liability claims are adjudicated, and of the insurance industry, in which the roles and terms for insurance are set based on assessing the risk of liability claims. The author suggests ways that social service providers can individually and together lower exposure to risk and better manage access to and costs of liability insurance. The author also defines issues raised by fluctuations in the price and availability of insurance and discusses steps that child-serving agencies might take to minimize the adverse effects of fluctuations on service delivery.

Communities and Adolescents: An Exploration of Reciprocal Supports

Joan Wynn, Harold Richman, Robert Rubenstein, Julia Littell 1987
A Chapin Hall Working Paper
PS-02 $5.00
Sponsor: William T. Grant Foundation

This paper examines the role of primary support programs in communities and in promoting the development of youth. The report identifies policy issues related to primary supports and research needed to inform future policy in this area. Also published by the William T. Grant Foundation Commission on Work, Family, and Citizenship.

Child Day-Care Resources in Illinois

Joan Costello 1986

A Chapin Hall Working Paper

PS-01 $10.00

Sponsor: Illinois Department of Children and Family Services

This study was undertaken to aid the development of day-care policies in Illinois. The paper assesses changes in demography and labor-force participation that fueled a growing demand for day care, and surveys the day care resources in existence at the time the paper was written. Legislation relating to the provision of day care is also discussed.

Program Documentation and Evaluation

Volunteer Project

Joan Costello, Barbara Sitrin

With support from Prudential's Chicago foundation office, Chapin Hall has conducted a three-month project to examine the role that volunteers play in youth programs. The project hoped to create a model for volunteer programs through which adults provide tutoring and mentoring services to children. Through a review of research literature and reviewing and observing the Midtown Educational Foundation's approaches to volunteer recruitment, training, and retention, the researchers located Midtown's model within a larger context. The project produced a literature review on volunteer recruitment, training, and retention; a report with recommendations for next steps; and a list of resources available on the topics of volunteer recruitment, training, and retention. Associated publication listed below, 2000.

Recruitment, Training, and Retention of Volunteers in Youth-Serving Organizations: A Review of the Literature

Barbara Sitrin 2000

A Chapin Hall Working Paper

PS-27 $5.00

More than before, Americans are being urged to volunteer. However, very little is known about volunteerism from an academic perspective. This literature review details several pieces that have been written about volunteering as well as some of the issues that affect the level of volunteering. For instance, why do some volunteers continue the habit while others only volunteer for a short period of time? The paper also examines who is most likely to perform service through volunteering, according to the literature. While the literature and the research about volunteerism is minimal, a deeper understanding about some issues—such as the relationship between recruitment, training, and retention of volunteers—does emerge.

Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

Joan Costello, Harold Richman, Joan Wynn, Sheila Merry, Robert Halpern, Gina Barclay-McLaughlin, Ali Abunimah, Stephen Baker, Selma Chipenda-Dansokho, Sunil Garg, Lisa Marie Pickens, William Mollard, Adrienne Falcón, Beatrice Julian

In its Children, Youth, and Families Initiative, the Chicago Community Trust is supporting social service reform in the Chicago metropolitan area. The Initiative was shaped by Chapin Hall's recommendations from an earlier study conducted for the Trust. Through grants to various communities, the Initiative is working to develop community-based infrastructures of services and supports that can enhance child development and family functioning as well as respond to problems. Building such infrastructures entails creating in communities a collaborative goal-setting and planning capacity, as well as mechanisms that enhance access to services for individual children and parents. By engaging communities on behalf of children and families, the Initiative aims not only to improve and expand resources available to young people, but also to strengthen communities more generally—particularly their ability to plan collectively and to bring about change. The Trust committed $30 million through the end of the decade to explore these reforms in Chicago communities.

Chapin Hall researchers conducted a process documentation chronicling the progress made and challenges encountered during the evolution of the Initiative from its beginnings through 1998. This work has generated information helpful to researchers in refining their ideas about community-based social service reform, to participants and sponsors of the Initiative, and to others engaged in community-focused initiatives. Though the documentation period has ended, members of the Chapin Hall project team continue to work with community leaders and members to advance social service reform and the mission of the Initiative. Earl Durham and Layla Suleiman served as consultants on this project. Associated publications listed below, 1999.

The Children, Youth, and Families Initiative: A Mid-Course Report

Joan Costello, Sheila Merry, Stephen Baker, Lisa Marie Pickens 1998

PS-22 $5.00

The Chicago Community Trust's Children, Youth, and Families Initiative was launched in 1991 with two overarching purposes: as a grant-making program, to improve social services and strengthen communities in support of children, youth, and families; and as an exploratory project, to see whether a set of ideas developed in research conducted by Chapin Hall and supported by the Chicago Community Trust would not only improve services and strengthen communities, but also help communities to plan the foundation for a more responsive and coordinated system of child and family services. In the forefront of attempts to explore the creation of comprehensive, integrated social service systems, the initiative was an early leader on several key aspects of such endeavors, such as enhancing primary social services, focusing on the many relationships involved in system reform, recognizing such reform as a long-term effort in need of long-term support, and establishing multiple sites to foster the synergy and cross-site learning that make collaboration successful.

This mid-course report is a summary of the Initiative as it entered its seventh year. It focuses on the present, looks back to see how the Initiative arrived at its current stage of development, and looks forward to suggest possibilities for a future course.

The Children, Youth, and Families Initiative: An Overview of Communities

Ali Abunimah, Stephen Baker, Gary Barker, Selma Chipenda-Dansokho, Joan Costello, Earl Durham, Don Reneau, Layla Suleiman 1998

PS-23 $5.00

This overview of the seven communities participating in the Children, Youth, and Families Initiative includes a map of each community that shows the agencies and programs funded by the Initiative and the boundaries of each community; summarizes the history of the development of the planning group in each community from its beginning in 1991 or 1992 to the present; describes one Initiative-funded program or program network in each community; and includes a list of all Initiative planning and program grants made to each community.

The contents of this overview tell, in an abbreviated way, the story of the Initiative in each of seven Chicago communities. Viewed as a whole, they chronicle a broad-based, ambitious undertaking, and may offer lessons for grappling with community-based initiatives.

Children, Families, and Communities: Early Lessons from *A New Approach to Social Services*

Joan Wynn, Sheila Merry, Patricia Berg 1995

A Publication of the American Youth Policy Forum.

PS-13 $5.00

This report presents observations on the first four years of the Children, Youth, and Families Initiative, focusing on early lessons learned, including progress made, challenges encountered, and solutions devised. The report was developed from a presentation by two Chapin Hall researchers, Joan Wynn and Harold Richman, and the director of the Chicago Community Trust's Initiative at that time, Marvin Cohen. They presented the ideas underlying the Initiative to a large audience of policy makers at a session in Washington, D.C. sponsored by the American Youth Policy Forum. The Forum published this report to bring an elaboration of the ideas presented to policy audiences nationwide.

Enhancing Social Services for Children and Families

Joan Wynn 1995

Reprint from *Public Welfare*.

PS-14 $5.00

Drawing on the ideas and experiences of the Chicago Community Trust's Children, Youth, and Families Initiative, this article illustrates the development of three elements necessary to create a community-based system of social services: community planning and governance councils; provider connections through which primary and specialized service providers can come to know each other and work together; and mechanisms that make the existing primary supports and specialized services function as a single system for children and families—including mechanisms that enhance access to services.

Profiling Primary Support Programs

Sheila Merry, Joan Wynn

Growing evidence suggests that a variety of primary support programs help to meet youth needs and build competencies. This project surveys and profiles over seventy programs nationwide that have been identified as among the best of their kind by observers in the field. The project explores the diversity of youth-serving primary supports programs, the influences program directors believe they have on youth, and the practices they employ in trying to achieve these outcomes. It further considers commonalities among these programs and differences in programming strategies related to specific program goals. Chapin

Hall has collaborated with the Center for Youth Development and Policy Research, a Washington-based research organization, on this project, which is supported by the Lilly Endowment. Associated publication listed below. 1998.

Beyond Home and School: The Role of Primary Supports in Youth Development

Sheila Merry 2000
A Chapin Hall Report
PS-28 $12.00

This report, which is based on interviews with more than seventy diverse youth-serving primary supports programs, is closely connected to policy, program design, and practice. Focusing on programs that support normative development rather than those designed to avoid or ameliorate such problems as delinquency, early childbearing, or school dropout, the report asserts the developmental importance of places and opportunities for youth beyond home and school.

The first section of the report describes the universe of primary supports, discusses their roles (particularly in economically disadvantaged communities), and explores commonalities among them. The next section explores program content, offering a program typology that includes performance and self-expression, recreation, self-enhancement, educational enrichment and career exploration, citizenship, and comprehensive services. The third section focuses on program benefits, the challenges facing primary supports programs, and recommendations for program designers and policy makers. It includes discussion of how benefits might be measured, of funding constraints and sustainability, of establishing reasonable expectations for the impact of these programs, of issues of community access, and of staffing.

Evaluation of the MOST Initiative

Robert Halpern, Julie Spielberger, Sylvan Robb

Demographic changes in society have increased the importance of before- and after-school programs. Shifts in the economy, increased labor force participation by women, increases in single parenting, and weakened neighborhood structures—particularly in poverty-stricken communities—have contributed to the demand for safe places where children can play, learn, and develop during out-of-school time. To respond to this need, the DeWitt Wallace-Reader's Digest Fund initiated MOST (Making the Most of Out-of-School Time), an effort to increase the quality and quantity of before- and after-school care in Boston, Chicago, and Seattle.

The Fund asked Chapin Hall to conduct a two-and-a-half-year evaluation of the MOST initiative. The evaluation was designed to trace the extent to which, and the pathways through which, MOST strategies in each city come to influence the supply, accessibility, affordability, and quality of school-age care for low-income children and strengthen after-school programs as a system. Additionally, the evaluation collected data to build a baseline of information on important dimensions of the after-school program system in each city (supply, program quality, system characteristics, and financing), in order to provide context for understanding and explaining MOST efforts, and to aid future investment in the after-school program field. 2000.

Libraries as Partners in Youth Development Initiative

John Schuerman, Samuel Whalen, Julie Spielberger, Joan Costello, Joan Wynn, Carolyn Winje, Jessica Berry

The 1990s have witnessed renewed interest in the contributions that nonschool institutions can make to meeting the developmental needs of all young people and, in particular, of low-income children and adolescents. The Wallace-Reader's Digest Fund's Libraries as Partners in Youth Development Initiative is currently funding nine public library systems around the country to reflect on the role that libraries might play as youth development partners, and to design and implement innovative library-based programs for youth. The Fund is particularly interested in understanding how the incorporation of youth development principles into library practices might amplify the relevance of libraries for youth. The nine sites include Oakland, Seattle, Baltimore, Charlotte, Brooklyn, Philadelphia, Washoe County (Nevada), Tuscon-Pima, and Fort Bend (Texas).

Chapin Hall is undertaking a three-year evaluation of the project, comprising four integrated studies. First, a policy mapping study will explore the incentives and barriers to expanding the roles of libraries to promote youth development and participate in community partnerships. A policy mapping document will suggest responses to key issues for policy and practice. Second, an implementation study will document the experiences of grantees and their partner organizations in translating the broad framework of the Initiative into library-based partnerships for youth in their communities. Third, an intensive study of youth participation at four sites will aim to develop a theory of

change linking program characteristics to patterns of youth involvement, while exploring early social capital and experiential outcomes of participation. Basic participation data will be collected from all nine sites. Finally, a cost and financing study in six sites will take a broad view of costs, including all resources used in the programs. Data collection will include budget and fiscal documents, other documentary evidence of expenditures, and interviews with program executives and fiscal staff. 2002.

Improving Quality in Primary Supports Programs: A Self-Study Guide for Managers and Staff of Non-School Programs for Young People

Joan Costello, Gary Barker, Neide Cassaniga, Adrienne Falcón

In communities where primary supports are in short supply, establishing and maintaining programs for young people have become top priorities. Some of these programs, however, fall short in meeting the most fundamental goals of primary supports—to promote the healthy development of children and youth and the well-being of families. Chapin Hall researchers drew on their investigations of primary supports to develop a self-study guide for primary supports programs. This project has been funded by the Elizabeth Morse Charitable Trust and the Chicago Community Trust. 1999.

A Self-Study Guide for Managers and Staff of Primary Support Programs for Young People

Joan Costello, Gary Barker, Lisa Marie Pickens, Neide Cassaniga, Sheila Merry, Adrienne Falcón 2000

PS-30 $10.00

How young people spend their out-of-school time is a long-standing concern of the public and of organizations and individuals that provide the voluntary activities, programs, and services for children and families. Meaningful participation in primary support programs by young people can support healthy development, foster self-direction, and help build identities as individuals who believe that they can and should contribute to their communities. This self-study guide is intended to help primary support organizations that serve young people aged six to eighteen years consider how their programs contribute to healthy development and how those contributions might be enhanced. The guide offers four key program components and describes basic qualities within each component. It can help staff set goals and work toward improvements.

Baltimore Museum/Community Collaboration Project

Michael Spock

Improving the prospects for disadvantaged children depends on increasing the capacity of their families and the supports in the communities where they live. Cultural institutions have sometimes been identified as among the organizations that could make a contribution. Toward that end, Port Discovery, a children's museum in Baltimore, is working with a group of national advisors and residents and community-based organizations in neighboring low-income Jonestown around planning partnerships and programs that will become the vehicle for the integration of the museum into the life of the community, and the community into the life of the museum. The Casey Foundation made a one-year planning grant to Port Discovery for the museum to work with Jonestown, Chapin Hall, and the Foundation to research, develop, and evaluate a plan for the long-term integration of a mainstream cultural institution and an economically challenged neighborhood in a way that would change both the lives of children and families in the community and the perspective and operations of the cultural organization. The plan has been developed and funding will be sought for trying out this model in Baltimore, and for documenting similar collaborative efforts in other communities nationally. 2000.

Informal Learning Initiative

Michael Spock

Chapin Hall's work in primary supports is premised on the belief that these resources provide important opportunities for children to develop and learn in a rich array of settings. One of these settings is museums. To begin exploring the role of museums as primary supports for children and as informal learning settings, researchers have conducted interviews with seventy-five museum professionals about both their own pivotal learning experiences and those of museum users they have observed in the course of their work. The 400 stories they told reflect on both the nature of learning in museums and the way museum people choose to talk about those experiences. Discussions of this material have been published in *Presence of Mind* (published by the American Association of Museums), in *Bridges to Understanding Children's Museums* (published by Children's Museums: Bridges to the Future), in the *Exhibitionist* (published by the National Association of

Museum Exhibitors), in the *Journal of Museum Education* (published by the Museum Educators Roundtable), and in *Curator* (published by AltaMira Press).

The program also produced a series of discussion videotapes for use by museum professionals and others interested in informal learning. The first discussion tape, "Listening to Ourselves: Stories Museum People Tell about Pivotal Learning Experiences in Museums," was produced in 1996. A more complete tape and study guide, for use in the training and staff development of museum professionals, was published by the American Association of Museums as *Philadelphia Stories: A Collection of Pivotal Museum Memories*, in the spring of 2000, with support from the Joyce Foundation.

Another series of exploratory interviews, in which six lifelong learners described the pivotal learning experiences of their lives, was conducted, videotaped, and analyzed. The first two components of the program were funded by the Joyce Foundation, the Knight Foundation, and others. Associated publications listed below. 2000.

Tales of Alonetime and Owntime in Museums

Michael Spock 2000

Published in *Journal of Museum Education*, Voume 25, Number 1.

Based on stories collected at the annual meetings of the Association of Youth Museums and the American Association of Museums, the author discusses the restorative role that museums can play for children. Museums are a place where children can dream, dreams often based on the exhibits being displayed. In turn, this encourages children to use dramatization and imagination to enhance their time spent in museums. This time is frequently spent alone. The author argues that museums can be a place for children to explore on their own, with a "wandering about" quality to their visits. With unstructured time to discover, children gain valuable experiences that can complement other, structured learning.

"When I Grow Up I Want to Work in a Place Like This"

Michael Spock 2000

Published in *Curator*, Volume 41, Number 1.

As part of an exploratory research study museum professionals were asked to share their stories about pivotal learning experiences in museums. Several offered personal narratives of how they first became interested in museums and started down the path toward careers in museum work, or had their imaginations opened to the possibility of broader life horizons. This group of stories was grounded in particularly vivid memories and elicited strong emotions in the telling. Although the narratives are suggestive of the impact of early museum experiences on people who later found their way into museum careers, the real value of the stories may lie in their revealing to the teller and others what stood out in their memories and the importance assigned to them. By attending to the thematic and emotional content of these narratives, both narrator and colleagues can find clues about where their and the profession's values really lie and, therefore, where their and the profession's time and resources might be most productively invested.

The Stories We Tell About Meaning Making

Michael Spock 1999

Published in *Exhibitionist*, Volume 18, Number 2.

The author examines the question of how meaningful exhibits in museums are created and what features of those exhibits are memorable to viewers. The article presents stories told by several museum workers and professionals about what, to them, makes museum exhibits meaningful. Each respondent was asked to comment about a pivotal museum experience. Many respondents felt that particularly significant exhibits were those that allowed the viewers to have an experience. In other words, the responsibility for the outcome of the exhibit is turned over to those who are viewing it. Exhibits are also meaningful when they take on a personal note, suggesting that a real person was involved in the exhibit's creation. Thus, creating an exhibit that is meaningful to a viewer often requires a personal connection to the exhibitor.

Elegant Programs and Conversations

Michael Spock 1999

Published in *Presence of Mind: Museums and the Spirit of Learning*, American Association of Museums.

This essay uses material from the stories of 75 museum professionals to explore staff-mediated narrative museum programming and informal conversations between staff and visitors and among visitors themselves. The author points out that in contrast to the fixed and relatively impersonal exhibit medium, programs and conversations derive their strength and flexibility and connectedness from being human exercises. They make good use of our need for social interaction. They are interactive: the visitor as well as the museum contributes to and helps construct the experiences. They have a conversational flavor; they are flexible and adaptable; they do a better job than exhibits in illuminating processes and telling stories. Finally, these professional narratives are evidence that museum programs and conversations can contribute to vivid and lasting memories.

Learning from Ourselves: Pivotal Stories of Museum Professionals

Hope Jensen Leichter, Michael Spock 1999
Published in *Bridges to Understanding Children's Museums*, Case Western Reserve University, Mandel Center for Nonprofit Organizations.

This chapter reproduces and analyzes those narratives from the 75 interviews of museum professionals that focused primarily on third-person accounts of pivotal children's museum experiences. In one group of stories, children's museums were educational observatories in which the narrator found evidence of the effectivenes of exhibits and programs, or heard delayed reports of an exhibit's or program's lasting impact, or gained insights into children's problems and capacities and interests, and even learned about learning itself. In a second group of stories, children's museums were reported as changing people's lives by being the places where the narrators started their museum careers, or where children became involved as junior volunteers, or where children and families were involved in therapeutic programs, or where some exhibit or program had unforeseen therapuetic benefits. The chapter raises a number of questions for further study and discusses the uses of personal narratives in research.

Publications Resulting from Earlier Research

A Case Study of the Tutor/Mentor Connection of Cabrini Connections

Amelia Kohm 1998
A Chapin Hall Working Paper
PS-21 $5.00
Sponsor: The Elizabeth Morse Charitable Trust

Many small primary supports programs face the challenges of operating with shoestring budgets, overworked staff, and lack of management expertise. To further understanding, Chapin Hall researchers have considered cross-agency infrastructures that might be developed to help these organizations survive and thrive. To broaden understanding of the benefits of primary supports infrastructures and the costs involved in building and maintaining them, Chapin Hall, with the support of the Elizabeth Morse Charitable Trust, conducted a case study of one infrastructure-building effort, the Tutor-Mentor Connection (T/MC). This working paper describes how T/MC works to expand and improve after-school tutoring and mentoring opportunities for inner-city children in Chicago. This case study was not an evaluation, but rather an exploration, conducted through document reviews, interviews, and attendance at a T/MC conference, of one model for developing an infrastructure among primary support organizations.

I Want to Be an Engineer...Like You! A Review of Walgreen's One-on-One Tutoring Program

Joan Costello 1992
A Publication by The Walgreen Company.
Sponsor: The Walgreen Company

This paper describes a tutoring program for fourth-, fifth-, and sixth-grade boys, funded by The Walgreen Company and operated by the Midtown Center on Chicago's Near West Side. Chapin Hall researchers observed the program in operation, conducted interviews, and administered surveys. They concluded that the program was an exemplary mentoring program, rather than a traditional tutoring program. The program's tutor/mentors served as role models as well as helping with homework and teaching academic skills. The researchers also concluded that the program was well worth replicating, preferably including an evaluation component.

To order contact:
Midtown Educational Foundation
718 S. Loomis Street
Chicago, IL 60607
Phone: 312/738-8300

The Role of After-School Programs in the Lives of Inner-City Children

Robert Halpern 1991
A Chapin Hall Working Paper
PS-05 $5.00
Sponsor: Robert R. McCormick Tribune Foundation

Through an analysis of nine after-school programs run by a major Chicago youth-serving agency, this report explores such questions as: What is an appropriate and viable role for after-school programs in the lives of inner-city children? Who are the staff? How do after-school programs in inner-city communities cope with the various pressures they face? The report concludes with the author's impressions about the impact of the after-school programs on participating children and recommendations for improving these programs.

COMMUNITY BUILDING

Children and families have long turned to their communities, to both individuals and organizations, not only when there is trouble and need for support, but also when there are opportunities to capitalize on or a need for celebration. This inclination to seek help and strength in the world just outside one's door, and the potential of communities to serve as a locus of intervention and action, have been recognized and formalized in policy and philanthropic initiatives many times over the years.

Over the last ten years or so, there has been renewed attention to the importance of community in the policy debate, and foundations and government have sponsored a new wave of community-building initiatives. These initiatives share an increased emphasis on taking a comprehensive approach to building a community, including attention to the physical, economic, and social aspects of community life. They also share a commitment to the development of community capacity, to ensure the sustainability of the gains made, and the potential for continued development.

Chapin Hall has been involved from the first in the current wave of community-building efforts. Center researchers have contributed to the design of individual initiatives, worked to advance knowledge applicable across initiatives, and evaluated individual initiatives while working to develop new forms of evaluation to accommodate these new forms of community building. Community-focused research can be of particular value to practitioners, and Chapin Hall takes steps to make writing about this work available to practitioner audiences.

Current and Recently Completed Work in Community Building

Most of Chapin Hall's community-building work is concerned with one of three major areas of interest in community building: **exploring issues in a developing field**, **documentation and evaluation** of community-change initiatives, and the development of **tools and information resources** for use in community initiatives.

Exploring issues in a developing field. Several new publications in this area suggest the range of Chapin Hall's efforts to contribute to knowledge in the field, and each promises to make such a contribution on a key issue for the field. An exploration of the meaning of community capacity and approaches to building it, which is central to current ideas and efforts in community building, has resulted in a book to be published by Aldine de Gruyter. The volume, which will be available in 2001, identifies and analyzes key components of capacity for communities, explores the strategies that a broad range of community-building efforts use to build community capacity, and distills operational lessons and draws broad conclusions about the possibilities and limitations of this work. An article in the Spring/Summer 2000 issue of *Community*, a periodical published by the United Way of America, examines the potential of a new approach to technical assistance—coaching. This article grows out of work done assessing the Neighborhood Strategies Project in New York.

A new Chapin Hall Report extends earlier work on the core issues in community building, this time with a focus on race and power, issues identified by many stakeholders in the field as greatly in need of open and productive discussion. A new Chapin Hall Discussion Paper extends Chapin Hall's growing body of work on neighborhood governance, reporting on both governance and community-level involvement in decision making through the lens of efforts in three cities—Baltimore, Boston, and Portland, Oregon.

Documentation and evaluation. Evidence of Chapin Hall's extensive involvement in documenting and evaluating community-building initiatives continues in the Center's current and recent projects. A number of projects coming to a close have resulted in reports designed to inform not only initiative participants and other stakeholders but a wide range of interested parties in the field. New Chapin Hall Working Papers present findings from the Neighborhood Strategies Project, which aimed to create economic opportunities in three New York City neighborhoods.

Concluding in the fall will be Chapin Hall's evaluation of the Ford Foundation's Neighborhood and Family Initiative. Chapin Hall has examined and documented this

four-site initiative since the beginning of the previous decade, yielding a rich and varied series of publications on its successes and challenges to sustainability.

Chapin Hall staff have also begun a collaborative effort with the Academy for Educational Development that explores the role and practice of constituency building in education reform through the examination of the Ford Foundation's Constituency-Building for Public School Reform Initiative.

Information resources and tool building. The Information Infrastructure project was a pilot study, conducted in two Chicago communities, to explore the ways in which community-based organizations could most effectively gain access to and use information in the planning, management, and evaluation of their community-building efforts. A new Chapin Hall Discussion Paper summarizes the experiences of the pilot and the lessons learned.

Projects and Publications

The remainder of this section presents descriptions of current and recently completed projects in Community Building. Any publication resulting from a listed project, published by Chapin Hall or others, is described below that project. Publications resulting from earlier projects are presented separately.

Exploring Issues in a Developing Field

Grassroots Leadership Development Learning Initiative

Prudence Brown

Chapin Hall has begun a review of the Mary Reynolds Babcock Foundation's Grassroots Leadership Development Program Learning Initiative and is assisting with a proposal for a communications strategy around grassroots leadership development. The goals of the Learning Initiative are: 1) to strengthen effective grassroots leadership development efforts, and 2) to advance the field of grassroots leadership development with new knowledge and practice developed through peer learning. Each of the seventeen participating community organizations defines its own objectives for learning and for strengthening its practice. Over a three-year period, three-person learning teams from each organization will participate in a series of four learning "institutes"; smaller, focused learning clusters on discrete aspects of grassroots leadership development; and modest implementation grants.

All the participating organizations are in the southeastern part of the United States. The initial review—consisting of reviewing materials from the program, attending some of the learning activities, interviewing participants and staff at the foundation and the intermediary, etc.—will generate feedback that is intended to help shape future learning activities and lay the foundation for assessing the program's impact. The three questions of ultimate concern to the Foundation are:

1) Has the program been structured and implemented to produce the learning that is desired?
2) How has taking part in the program affected the participating organizations?
3) How have communities changed as a result of the program?

2000.

Capacity Building in Community-Change Efforts

Robert Chaskin, Prudence Brown, Avis Vidal, Sudhir Venkatesh, William Mollard, Jolyon Wurr, Amanda Toler

Over the past decade, community-based approaches have reemerged as a central strategy to promote social change and development. The current generation of such efforts focuses in particular on notions of comprehensive development and the importance of "community building" as both a means to neighborhood transformation and a principal outcome goal. Fundamentally, community building in these efforts involves strengthening the *capacity* of neighborhood residents, associations, and organizations to identify priorities and opportunities and to work, individually and collectively, to foster and sustain positive neighborhood change. Despite the centrality of the capacity-building concept to community-change efforts, there has been limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level.

Through interviews with practitioners, funders, and researchers, and the examination of extensive case-study data, Chapin Hall researchers aimed to provide a thorough, systematic understanding of community capacity and of interventions intended to foster it. In addition to the publications described below, this work has resulted in the following forthcoming publications:

- "Organizational Infrastructure and Community Capacity: The Role of Broker Organizations" in *Research in Social Problems*, Volume 9, JAI Press;
- *Building Community Capacity*, Aldine de Gruyter, 2001. This volume, the culmination of the project, is intended to inform policy makers, funders, community-building practitioners, and researchers.

This project was supported by the Ford and Annie E. Casey foundations. Associated publications listed below, 1999.

Defining Community Capacity: A Framework and Implications from a Comprehensive Community Initiative

Robert Chaskin 1999

A Chapin Hall Working Paper

CB-21 $5.00

The notion of "community capacity building" is both explicit and pervasive in the rhetoric that describes, the missions that guide, and, to a greater or lesser extent, the activities that embody a broad range of contemporary community development efforts. However, there is limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level. What, in concrete, operational terms, does community capacity mean? What are the components of community capacity? How might these components be operationalized through planned efforts? In what ways can they be seen and understood in action?

This paper suggests a definitional framework for understanding and promoting community capacity, explores the attempt to operationalize a capacity-building agenda through the examination of two contrasting case studies within a multi-site comprehensive community initiative (CCI), and suggests some possible next steps toward building community capacity through social change efforts like CCIs.

An article based on this paper, "Building Community Capacity: A Definitional Framework and Implications from a Comprehensive Community Initiative" is forthcoming in *Urban Affairs Review*.

Core Issues in Comprehensive, Community-Building Initiatives: Exploring Power and Race

Rebecca Stone

Following on Chapin Hall's 1996 *Core Issues in Comprehensive Community-Building Initiatives* (see description below), this project is exploring the role and influence of power and race in the planning, practice, and evaluation of comprehensive community-building initiatives (CCIs). Power and race were raised as fundamental concerns by the authors of the earlier volume, but the field increasingly acknowledges that, although significant, these issues and their influence remain largely unarticulated. To further explore how power and race affect community revitalization efforts, Chapin Hall conducted extensive interviews and focus group discussions with stakeholders in CCIs nationwide, including community residents, technical assistance providers, CCI managers and site directors, funders, and researchers.

Based on these interviews and discussions, Chapin Hall published a new volume in the spring of 2000 which, like the first book, combines essays both by researchers and by those interviewed to present a variety of perspectives on power and race concerns in CCIs. Benjamin Butler of Community Development Associates was a consultant to Chapin Hall on this project, and co-author of the volume. This project was supported by the Rockefeller Foundation. Associated publications listed below, 1999.

Core Issues in Comprehensive Community Building Initiatives: Exploring Power and Race

Rebecca Stone, Benjamin Butler 2000

A Chapin Hall Report

CB-24 $12.00

Power and race are rarely acknowledged but undeniable influences in community change initiatives. This volume, which follows on the 1996 *Core Issues in Comprehensive Community-Building Initiatives*, explores the role and influence of power and race in the planning, practice, and evaluation of comprehensive community-building initiatives (CCIs). It is composed of essays by Ms. Stone and Mr. Butler and responses to those essays by participants in the interviews that informed the analysis. The lead essays are based on extensive interviews and focus group discussions with stakeholders in CCIs nationwide, including community residents, technical assistance providers, CCI managers and site directors, funders, and researchers. Responses from participants emphasize a particular point or issue of importance to the individual practitioners and give a sense of the breadth of opinion and experience that contributed to the overall findings.

In their concluding chapter, the authors summarize the influences of power and race as a "paradox" for the field because high levels of concern and awareness around these issues are matched by very low levels of specific effort to address them in community building initiatives. The reasons for this paradox and a challenge to the field to grapple seriously with structural racism conclude the volume.

Core Issues in Comprehensive Community-Building Initiatives

Rebecca Stone, editor 1996

CB-06 $12.00

With the implementation of a variety of comprehensive community-building initiatives (CCIs), the need for opportunities to learn from and about these various strategies is acute. In particular, these strategies have been popular with the philanthropic sector despite an absence of empirical evidence of their strengths or contributions. Unfortunately, opportunities for discussion and debate about the contributions of CCIs have been few. To provide a forum for cross-level discussion in the field, Chapin Hall produced this volume of essays on eight core issues in community building. The essays were written by Chapin Hall researchers who were actively exploring the issues in their projects. Responses to each essay were solicited from outside sources representing various segments of the community-building research and practice fields in order to bring a diverse array of voices to the discussion of these issues. The chapters in the volume are: Theories of Neighborhood Change; Exploring Visions of "Built" Community; The Role of the Sponsor in CCIs; Neighborhood Governance; Evaluation of CCIs; Community Building and the Economic Context; Building Capacity in CCIs; and Community Organizing and CCIs. The discussion in each chapter, including essays and responses, is designed to be used as a starting point for debate and development of ideas, whether in the planning, practice, or assessment of community change initiatives.

Core Issues is reaching widely and deeply into the universe of comprehensive community-building initiatives. The volume is being read by staff at more than 100 community initiatives, direct service organizations, foundations, and research and policy centers, and by many others involved in economic and community development. *Core Issues* has been used in classes at the Harvard University's Kennedy School of Government, Princeton University's Woodrow Wilson School, Yale University, and the University of Pittsburgh. It has also been widely cited, and portions of the text have been reprinted in other forms.

Exploring Neighborhood-Based Governance

Robert Chaskin, Clark Peters, David Seith, Amanda Toler

Drawing on earlier Chapin Hall work, concerns of local governments' perspectives on neighborhood-based governance structures created by community-building initiatives, and the governance structures of Empowerment Zone communities, researchers developed a plan for empirical investigation of a range of approaches to neighborhood-based governance. This research moves beyond community-based initiative governance, a principal focus of earlier work, to the examination of a broader class of neighborhood structures that in some way speak for and act on behalf of community members. The inquiry thus included governance structures brought into existence not only by initiatives, but also by community associations, municipal government, and other actors.

With the continuing support of the Annie E. Casey Foundation, Chapin Hall conducted this investigation to develop a clear understanding of governance approaches—ways of organizing decision making, planning, and action in neighborhoods—and their likely benefits in relation to particular goals in particular community contexts. Through targeted fieldwork, interviews, and literature and document reviews, researchers have refined a taxonomy of approaches to neighborhood-based governance and developed a better understanding of the nature, role, intent, and core strategies of each approach. Associated publications listed below. 1999.

Decision Making and Action at the Neighborhood Level: An Exploration of Mechanisms and Processes

Robert Chaskin, Clark Peters 2000

A Chapin Hall Discussion Paper

CB-23 $8.00

This study looks at three cities – Baltimore, Boston, and Portland, Oregon – and examines the ways in which various community organizations, community initiatives, and government-sponsored participatory mechanisms engage neighborhood residents and speak and act on their behalf. The authors offer both strengths and weaknesses that result from what they call a "loosely-coupled system" of actors and relationships. The strengths focus largely on the nature of opportunity provided for input, actions, and influence. The availability of multiple avenues for participation help foster greater civic engagement, and provide opportunities for improvements in service delivery and enhanced quality of life. However, the systems are limited by incomplete representation, limited (and unequal) resources and capability of various organizations, and a lack of coordination among them. The study highlights ways to address two pervasive issues – legitimacy and accountability – in promoting effective mechanisms for neighborhood-based decision making and action.

The Issue of Governance in Neighborhood-Based Initiatives

Robert Chaskin, Sunil Garg 1997

A Chapin Hall Discussion Paper

CB-02 $8.00

Also published in *Urban Affairs Review*, Volume 32, Number 5, May 1997

A View From the City: Local Government Perspectives on Neighborhood-Based Governance in Community-Building Initiatives

Robert Chaskin, Ali Abunimah 1997

A Chapin Hall Discussion Paper

CB-12 $8.00

Also published in *Journal of Urban Affairs*, Volume 21, Number 1, 1999

Recently, a number of efforts have been launched to promote comprehensive neighborhood change and to "build community" by developing increased neighborhood capacity for planning, advocacy, and service delivery, and by implementation of a broad range of development strategies. These initiatives often structure the governance of their activities independent of local government, using local nonprofit organizations or new collaborative organizations as the seat of neighborhood-based governance.

The authors of *The Issue of Governance in Neighborhood-Based Initiatives* investigate the nature of these emerging neighborhood governance structures. They examine the assumptions associated with neighborhood-based governance and the rationale for it; outline some central issues in the relationship between neighborhood governance entities and existing governmental structures and mechanisms; and explore the intent, structure, and operation of an illustrative set of governance entities from current neighborhood initiatives.

A View from the City explores the perspective of local governments on these governance entities. It asks to what extent local government sees such efforts as appropriate responses to neighborhood needs and circumstances and to what extent they might be seen as intruding into the proper provinces of local government. It explores the perceptions of local government officials regarding the appropriate roles for neighborhood-based governance entities, the relationship they ought to have to government, their potential for fostering neighborhood change, the source of their legitimacy and how it relates to that of elected local government, and the factors that support or limit their long-term viability.

Governance in Empowerment Zone Communities

Robert Chaskin, Clark Peters 1997

A Chapin Hall Discussion Paper

CB-10 $8.00

This paper reviews the approach to governance taken by the fifteen Empowerment Zones, Supplemental Empowerment Zones, and Enhanced Enterprise Communities. The study found key commonalities across the sites, including the fact that they all engaged in a largely inclusive application process (necessary to their receiving the federal designation) and in development of a permanent governance structure to oversee decision making and program implementation. In all sites, local government plays a key role in governance of the site, most commonly by appointing participants to governing or advisory boards. The sites differed in the auspices under which they located the governance structure and in the structure of participation in governance. The authors have identified a number of common issues that surfaced as the sites moved into implementation.

Publications Resulting from Earlier Research

Shaping the Evaluator's Role in a Theory of Change Evaluation: Practitioner Reflections

Prudence Brown 1998

Published in *New Approaches to Evaluating Community Initiatives, Volume 2: Theory, Measurement, and Analysis*, K. Fulbright-Anderson, A. Kubisch, and J. Connell, editors.

This essay describes efforts to implement a modified theory-of-change approach in two comprehensive community initiatives and one education reform initiative. The discussion focuses on the initial phase of each initiative, the period during which the author's evaluation team worked with each site to help articulate a theory of change and to specify goals, outcomes, and benchmarks. During this process, the role of the evaluator undergoes an important shift, from that of an outside appraiser to that of a collaborator. The author explores three initial lessons about using a modified theory-of-change approach to developing an evaluation framework: 1) establishing a theory-of-change framework in the planning period involves multiple tasks and can be extremely time consuming; 2) an evaluator using a theory-of-change approach needs to draw upon a wide variety of skills during the planning period; and 3) as an active participant during the planning period, the evaluator can improve the quality of the process and its product. Over the next few years, the author expects that experience will yield specific lessons about whether and how such an approach can shape an evaluation framework that retains its effectiveness throughout the life of an initiative.

Aspen Institute Publications Office
P.O. Box 222
109 Houghton Lab Lane
Queenstown, MD 21658
Phone: 410/820-5326

The Role of the Evaluator in Comprehensive Community Initiatives

Prudence Brown 1995

Published in *New Approaches to Evaluating Community Initiatives: Concepts, Methods and Contexts*, J. Connell, A. Kubisch, L. Schorr, and C. Weiss, editors.

The author of "The Role of the Evaluator in Comprehensive Community Initiatives" is a member of the Roundtable's Steering Committee on Evaluation, which generated this vol-

ume exploring the lack of fit between current evaluation methods and the need to learn from and judge the effectiveness of CCIs.

Aspen Institute Publications Office
P.O. Box 222
109 Houghton Lab Lane
Queenstown, MD 21658
Phone: 410/820-5326

Foundations and Comprehensive Community Initiatives: The Challenges of Partnership

Prudence Brown, Sunil Garg 1997
A Chapin Hall Discussion Paper
CB-11 $8.00
Sponsor: The Aspen Institute

In this paper, the authors examine the role foundations choose to play in CCI design, implementation, and governance, and explore the ways that foundations can close the distance that frequently exists between them and the CCIs they support. They suggest approaches that could help foundations and CCIs establish more effective relationships. Finally, the authors suggest that a similar inquiry be undertaken to explore the steps that community partners in CCIs might take to enhance working relations.

Neighborhood Effects and State and Local Policy

Prudence Brown, Harold Richman 1997
Published in *Neighborhood Poverty: Contexts and Consequences for Development* (volume 2), G. Duncan, J. Brooks-Gunn, and L. Aber, editors, 1997.

This article is part of a volume on neighborhood poverty and the interrelationship between people and space. The authors speculate about the policies and practices at the state and local levels that promote neighborhood ability to support children and families. To date, much of the impetus for neighborhood and family development has come from the private sector. The article examines the ways in which state and local policy could strengthen this work.

Published by the Russell Sage Foundation
112 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

Voices from the Field: Learning from Comprehensive Community Initiatives

Chapin Hall contributors: Prudence Brown, Robert Chaskin, Janice Hirota, Mark Joseph, Harold Richman;
edited by Anne Kubisch 1997
Sponsor: The Aspen Institute

Chapin Hall staff joined Roundtable staff to create this review of CCI experiences to date, focusing on the early lessons that have been discerned by active participants in the field—funders, directors, staff, evaluators, community residents, and observers.

Aspen Institute Publications Office
P.O. Box 222
109 Houghton Lab Lane
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Phone: 410/820-5326

Comprehensive Neighborhood-Based Initiatives

Prudence Brown 1996
Reprint from *Cityscape: A Journal of Policy Development and Research*
CB-09 $2.00

There is general agreement that the interlocking problems of America's cities require more fundamental change than can come from the adoption of a single program or the reform of one service provider. In this context, comprehensive neighborhood-based initiatives have emerged as an approach with great potential. This article provides an overview of these initiatives, using specific examples to illustrate common structures, challenges, and characteristics of promising initiatives.

The Community Base for New Service Delivery Strategies

Harold Richman, Prudence Brown, Sudhir Venkatesh 1996
Published in *Children & Their Families in Big Cities: Strategies for Service Reform*, Alfred Kahn and Sheila Kamerman, editors.

There is an ongoing debate in the world of social services reform over what institutions should serve as the core of a reformed, community-based service system. In this paper, the authors respond to this frequently asked question by arguing that there is no single answer; the most effective institutional location and auspices are likely to be different in different communities, depending on an individual community's organizational capacity and forms of civic participation.

Published by Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

Defining Neighborhood: History, Theory, and Practice

Robert Chaskin 1995
A Chapin Hall Report
CB-04 $12.00
Sponsor: Annie E. Casey Foundation

Geographically targeted neighborhood-based interventions rest on the premise that neighborhoods are central and viable units of identity and action that can be defined and mobilized. The author synthesizes past and current thought on the issues in defining neighborhood, from the perspectives of both research and practice, and develops conceptual tools for defining neighborhood—its elements and scope—for programmatic ends. The report thus offers help in the design and implementation of local strategies by defining the boundaries, elements, and critical spatial relations that are part of the definition of neighborhood.

A revised discussion of historical and theoretical perspectives on the spatial and social contexts of neighborhoods from *Defining Neighborhood*, titled "Perspectives on Neighborhood and Community: A Review of the Literature," was published in *Social Service Review*, vol. 71, no. 4, December 1997. A revised discussion of the heuristic process for defining neighborhood in given programmatic cases was published in the *Journal of Planning Literature*, vol. 13, no. 1, August 1998.

Comprehensive Community-Building Strategies: Issues and Opportunities for Learning

Rebecca Stone 1994

A Chapin Hall Working Paper

CB-16 $5.00

Sponsor: Rockefeller Foundation

This paper discusses various underpinnings of comprehensive community-building strategies for children and families, including two major components of current initiatives—child and family services and community development. It raises some key questions and addresses them by looking across the spectrum of initiatives, rather than in detail at one or two. The paper sketches the need for information sharing, open communication, evaluation, and the barriers to those activities. Finally, it suggests some ways in which computer networking might help to break down those barriers and strengthen learning, policy, and practice.

Communities and Neighborhoods: How Can Existing Research Inform and Shape Current Urban Change Initiatives?

Prudence Brown, Harold Richman 1993

Three guiding principles emerge from research on initiatives that address the increasingly distressed conditions of many low-income urban neighborhoods: effective neighborhood development focuses on rebuilding the social fabric of the community; it involves residents and other "stakeholders" in the process of identifying and prioritizing goals and strategies; and it trains a holistic and integrative lens on the dynamics of neighborhood revitalization.

Published by the National Center for Children in Poverty
154 Haven Avenue
New York, NY 10032
Phone: 212/304-7100
$6.25

The Intersection of the Neighborhood and Home Environment and Its Influence on Young Children

Pamela K. Klebanov, Jeanne Brooks-Gunn, P. Lindsay Chase-Lansdale, Rachel A. Gordon 1997

Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and L. Aber, editors.

Sponsor: Social Science Research Council

This chapter extends the analyses of the chapter "Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children" by the same authors. It has three aims: to look at how neighborhood composition is correlated with indicators in the home environment and cultural characteristics of the young children's mothers; to see whether or not the neighborhood effects on child outcomes discussed in the earlier chapter are mediated by the family-level variables; and to go beyond examining mediated effects to exploring a few likely moderated effects.

Neighborhood Poverty is published by the Russell Sage Foundation
122 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

Economic Hardship and the Development of Five- and Six-Year-Olds: Neighborhood and Regional Perspectives

P. Lindsay Chase-Lansdale, Rachel A. Gordon 1996

Published in *Child Development*, Volume 67, 3338-3367.

Sponsor: Social Science Research Council

This article explores the association between neighborhood characteristics and the development of five- and six-year-olds. The authors also address whether region of residence in the United States (Northeast, Midwest, South, and West) might moderate the effects of neighborhoods on children.

Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children

P. Lindsay Chase-Lansdale, Rachel A. Gordon, Jeanne Brooks-Gunn, Pamela K. Klebanov 1997

Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and L. Aber, editors.

Sponsor: Social Science Research Council

To investigate the influence of neighborhood on children's cognitive and behavioral outcomes, the authors use data from two large datasets. One is the children of the National Longitudinal Survey of Youth (NLS/Y), which is a survey of the children of respondents to a long-running survey of young adults begun in 1979. The other is the Infant Health and Development Program, a large, eight-site study of an early educational intervention for premature and low-birthweight children. The authors find that neighborhood effects on the outcomes of preschool children are small or are filtered by family experience. Early school-age children show more significant neighborhood effects, which the authors interpret cautiously as support for the idea of neighborhood influence on the lives of these children.

Documentation and Evaluation

Neighborhood and Family Initiative Evaluation

Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards, Harold Richman, Stephen Baker, Sylvan Robb, LaShanda Ticer, Amanda Toler, Mark Toles, Jolyon Wurr

The Neighborhood and Family Initiative (NFI) is a comprehensive community initiative launched by the Ford Foundation through the agency of community foundations in four cities: Detroit, Hartford, Memphis, and Milwaukee.

NFI is one of the earliest of the current generation of comprehensive community initiatives and is among the vanguard of such efforts nationally. Undergirding NFI is the belief that community development strategies should recognize and build on the interrelationships among social, physical, and economic development, which have historically been treated as separate spheres of action. NFI depends on the active participation of neighborhood residents and professionals, as well as professionals beyond the community, who serve in each community on a collaborative board charged with the development and implementation of a strategic plan for the neighborhood.

Chapin Hall is completing a nine-year evaluation of NFI. Chapin Hall's role was to explicate and refine the theoretical assumptions of the Initiative, to monitor its processes and outcomes, and to provide an ongoing analysis of emerging lessons. For a period of time, the research team also provided technical assistance to sites for the development of local assessments of their progress. Chapin Hall researchers and participants in NFI's Hartford and Memphis neighborhoods collaboratively developed and implemented a neighborhood survey in each of the two communities. The survey focused primarily on residents' perceptions of their neighborhood and what it has to offer them, their place within the neighborhood, and possibilities for neighborhood improvement.

Chapin Hall has published five reports based on the evaluation that have both informed the ongoing conduct of the Initiative and contributed to applied knowledge in the field generally (the final report is forthcoming). They have influenced the design of second-generation initiatives by presenting emerging lessons as the Initiative has progressed, and have been read by public officials at all levels of government, from the federal level (both the executive and legislative branches) to state, county, and city levels across many states. They have also been reviewed and acted on by private philanthropy, from large national foundations to local community and family foundations across the country. Finally, they have informed research both as sources for academics and applied researchers in the field and as texts assigned to both college and graduate students at a number of universities, including Harvard's Kennedy School of Government, Princeton University, Yale University, the University of Chicago, and the University of Memphis. Associated publications listed below. 2000.

Implementing Comprehensive Community Development: Possibilities and Limitations

Robert Chaskin, Mark Joseph, Selma Chipenda-Dansokho 1997

Published in *Social Work*, Volume 42, Number 5, September 1997. Also published in P. Ewalt, E. Freeman, and D. Poole (eds.), *Community Building: Renewal, Well-Being, and Shared Responsibility*. Published by NASW Press, 1998.

There is growing recognition among practitioners and policy makers that the needs and circumstances of individuals and families living in impoverished communities are interconnected. Consequently, many current approaches to addressing poverty in such communities focus, in part, on attempting to promote what is defined as comprehensive development. These efforts seek to develop strategies that address the social, physical, and economic needs and circumstances of the residents. This article outlines the rationale for a comprehensive orientation to development, explores historical and current approaches to its realization, and examines the experience of the Ford Foundation's Neighborhood and Family Initiative.

National Association of Social Workers
750 First Street, N.E., Suite 700
Washington, DC 20002-4241
http://www.naswpress.org

The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development

Robert Chaskin 1992

A Chapin Hall Report

CB-01

Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative: Building Collaboration

Robert Chaskin, Renae Ogletree 1993

A Chapin Hall Report

Out of print. Superseded by CB-03, immediately below.

The Ford Foundation's Neighborhood and Family Initiative: Moving Toward Implementation

Robert Chaskin, Mark Joseph 1995

A Chapin Hall Report

CB-03

Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative: The Challenge of Sustainability

Robert Chaskin, Selma Chipenda-Dansokho, Mark Joseph 1997

A Chapin Hall Report

CB-14

Free of charge, courtesy of the Ford Foundation.

The Neighborhood and Family Initiative: Entering the Final Phase (An interim report covering the period November 1996-December 1998)

Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards 1999

A Chapin Hall Discussion Paper

CB-20

Free of charge, courtesy of the Ford Foundation.

Each report in this series documents the Ford Foundation's Neighborhood and Family Initiative's unfolding across four sites emphasizing aspects of the Initiative that are most central to its conduct.

The first volume (1992) closely examines and elaborates on the underlying principles of NFI and places them in the context of past development efforts. The author explains how the inclusion of residents and other stakeholders in the planning and governance process is designed to help those concerned with the neighborhoods' well-being to recognize and exploit the interrelationships among physical, economic, and social needs, opportunities, and strategies. The author also speculates on some of the obstacles that NFI participants will face.

The second report (1993) focuses on the first two years of collaborative operation. Because the initiative had to this point been primarily focused on issues of process and governance, these issues were explored in comparatively greater detail than were issues of strategy, program, outcome, and institutional support. The report highlights emerging issues regarding the mixed-participatory model of governance and the complications encountered by the Initiative in dealing with key issues in collaboration – representation, autonomy, and organizational structure.

The third report (1995) updates and expands the analysis provided in the second report. It mainly concerns the manner in which the principles elaborated in the first report have been applied in the communities, as well as early thoughts about the viability of the principles themselves. The authors conclude that NFI represents both tremendous possibilities and significant challenges, many of which stem from the same sources. For example, although the idea of comprehensive development has provided a broad framework in which the collaboratives have viewed their charge, it has not provided much specific guidance on how to structure programs. Instead, available opportunities have tended to drive much of the programmatic activity. Moving to ensure sustainability is among the biggest challenges facing each site.

The fourth report in the series (1997) focuses primarily on the issue of sustainability. It addresses the local contexts in which the Initiative operates; explores how the collaboratives collaborate, both internally and with other community and city residents and organizations; and reviews programming at each site, considering the extent to which programming efforts conform to the idea of comprehensive community development that underlies the Initiative. The authors review ongoing funding issues and the strategies that sites have adopted to promote their own long-term viability.

The fifth report is a discussion paper intended to highlight – in relatively brief and pointed terms – the challenges facing NFI as it enters the final phase as a centrally funded, four-site initiative. In each of the sites, much of the focus has been on building organizational capacity and establishing an organizational "niche" in the community. Relatively less attention has been given to the continued development and strengthening of key projects and programs. The paper focuses on issues related to the collaboratives' attempts to engage significant resident participation and support community "empowerment" while developing not-for-profit organizations with strong, competent staff and boards. It also focuses on trends in programmatic activity and some of the collaboratives' responses to the increased pressure to leverage resources to replace and supplement the Ford Foundation grants. Finally, the paper looks at the broader institutional support structure – the roles of the community foundation and the Ford Foundation, key issues encountered in the provision of technical assistance, and the challenges of evaluation and understanding initiative impact.

UNH: Building Relationships That Strengthen Families and Communities

Prudence Brown, Kitty Barnes

This project aims to better understand how settlements deliberately build interpersonal relationships and connections in a community context, and relationships among neighbors that can provide support, knowledge, and skills and can form the basis for mutual helping, productive inter-group relations, and/or social action. Chapin Hall is assisting in developing a conceptual framework for the study and is working with United Neighborhood Houses (UNH) staff to document these relationships. The ways in which settlement programs appear to nurture and sustain them for the benefit of the individuals involved, their families, and the communities in which they live are also being documented. 2000.

Community-Building Roles of the Settlement House

Prudence Brown, Janice Hirota

Community-building efforts require the active involvement of local institutions, including schools, community development corporations, churches, and social service organizations. One critical role of these institutions is that of intermediary; it is through such entities that community problems are addressed, services are integrated, and the community voice is expressed and connected to the larger political and social arenas. Settlement houses have a long tradition of being embedded in their communities and are well positioned to play an important intermediary role in community building. Chapin Hall staff are working with the United Neighborhood Houses (UNH), an umbrella organization for thirty-seven settlements in New York City, to illuminate the obstacles to community-building among the settlements and to identify and encourage successful strategies for overcoming these obstacles. Associated publications listed below. Ongoing.

Settlement Houses Today: Their Community-Building Role

Prudence Brown 1995

Published with United Neighborhood Houses of New York.

CB-05 $5.00

Building Community: The Tradition and Promise of Settlement Houses

Janice Hirota, Prudence Brown, Nancy Martin 1996

Published with United Neighborhood Houses of New York

CB-08 $8.00

Pathways to Change: Settlement Houses and the Strengthening of Community

Janice Hirota, Prudence Brown, William Mollard, Hannah Richman 1997

Published with United Neighborhood Houses of New York

CB-13 $8.00

Putting Ideas to Work: Settlement Houses and Community Building

Janice Hirota, Odile Ferroussier-Davis 1998

Published with United Neighborhood Houses of New York

CB-17 $8.00

The trend toward shifting responsibility for social welfare to the neighborhood level warrants a close look at the work of settlement houses, which have been providing services in conjunction with their communities for more than one hundred years. The author uses interviews with settlement house staff and participants, as well as local community leaders and observers, to examine what community embeddedness means to three New York settlements and how that embeddedness enhances the settlements' overall impact in the community. The author also examines the forces and attitudes that can prevent settlement houses from reaching their potential as agents of and centers for community building.

In *Building Community* and *Pathways to Change*, which follow up on *Settlement Houses Today*, the authors develop case studies exploring community-building efforts in several settlement houses in distinctly different communities. The authors use interviews with settlement house staff and participants and on-site observations to examine a wide range of activities through which community building is undertaken, as well as the issues and challenges involved in these varying approaches.

The fourth in the series, *Putting Ideas to Work*, takes an organizational perspective, looking at community-building activities across the United Neighborhood Houses of New York (UNH). The authors explore the complexity of implementing community-building ideas and consider various ways settlements are putting community-building approaches to work — within individual settlements and their neighborhoods, among groups of collaborating settlements, and system-wide. The report includes profiles of selected settlement and UNH community-building efforts conducted at different organizational levels throughout the UNH system.

Review of the Neighborhood Transformation Initiative

Prudence Brown, Ralph Hamilton

At the request of the Enterprise Foundation, Chapin Hall is reviewing the experience of the Neighborhood Transformation (NT) initiative since its inception in 1990

in the Sandtown-Winchester neighborhood in Baltimore. The review examines NT's progress in order to draw lessons for the field from its accomplishments and its challenges. Most of the major issues in the CCI field are playing out in Sandtown-Winchester, reflecting both the relevance of NT and its potential to contribute to the evolving theory and practice in the field. Working with Chapin Hall staff on this review is Benjamin Butler of Community Development Associates. 2000.

Donors' Education Collaborative

Prudence Brown, Janice Hirota, Robin Jacobowitz

The Donors' Education Collaborative (DEC) was formed in 1995 as a five-year collaboration among now twenty-one private and corporate New York City funders to improve public education in the city. DEC aims to achieve systemic reform by helping to build a knowledgeable citizen constituency capable of being an effective voice in the policy decisions affecting the quality of public school education. Chapin Hall documented the planning process and has completed a five-year evaluation of DEC's implementation.

Four collaborative projects are participating in the DEC initiative. Two of these are organizing parents to advocate for policy change: the Parents Organizing Consortium (a partnership of grassroots parent groups citywide) and a collaboration between the Metro Industrial Areas Foundation and a number of affiliated sites. A third project, spearheaded by the Campaign for Fiscal Equity, is engaging a broad spectrum of education stakeholders to create a mandate for school finance reform. The final project, led by the New York Immigration Coalition, aims to recast the way city schools serve immigrant families. 2000.

Constituency-Building for Public School Reform Initiative

Janice Hirota

The Ford Foundation's Constituency-Building for Public School Reform Initiative is designed to stimulate education, engagement, and mobilization directed to the reform of public education. The initiative includes projects working in the areas of constituency and coalition building, policy research and evaluation, and public information and communications. Based on a strategy of "informed action," grantees are given opportunities to interact, share knowledge, and support each other's efforts.

Working with the initiative's seven constituency- and coalition-building grantees, Chapin Hall, in collaboration with the Academy for Educational Development, is facilitating an exploration of the role and practice of constituency and coalition building in education reform. The seven grantees are Cross City Campaign for Urban School Reform, Interfaith Education Fund, National Coalition of Advocates for Students, Parents for Public Schools, Prichard Committee for Academic Excellence, Public Education Network, and the Twenty-First Century Fund. The two-year study provides a collaborative forum for peers—representatives of the grantees and of fourteen local affiliated sites—to share, explore, and learn collectively from their experiences and insights. In addition to the ongoing, substantive interaction among study members, their broad diversity of experience will provide the basis for an in-depth, grounded report on constituency and coalition building for reform of public education. 2000.

Neighborhood Strategies Project

Prudence Brown, Janice Hirota, Jessica Pitt

The Neighborhood Strategies Project (NSP) is a community-building initiative whose mission is to "organize communities for work" by creating economic opportunity, developing effective pathways to these opportunities, and enhancing civic participation and local support for economic empowerment. This comprehensive approach requires the development of a ready, willing, and able labor force and the simultaneous creation or retention of job opportunities. The initiative began with an eighteen-month planning-and-design phase in three communities in New York City: Mott Haven in the South Bronx, Washington Heights in northern Manhattan, and Williamsburg in Brooklyn. Chapin Hall researchers have evaluated the progress of the collaboratives in each community over a five-year period and have also examined various dimensions of the work, such as the role of the collaboratives and the function of the initiative's technical assistance. Patricia Auspos, a consultant, worked with the Chapin Hall team in the final year of the evaluation. The NSP is sponsored by the New York Community Trust. Associated publications listed below. 2000.

Neighborhood Strategies Project: A Final Assessment

Patricia Auspos, Prudence Brown, Janice Hirota 2000
A Chapin Hall Working Paper
CB-25 $10.00

This report assesses six workforce development and brokering programs established by the Neighborhood Strategies Project collaboratives and uses them to explore an issue of some policy relevance today—namely, the strengths, challenges, and benefits that result from developing and implementing employment-related programs within a community context.

New Approaches to Technical Assistance: The Role of the Coach

Prudence Brown, Jessica Pitt, Janice Hirota 2000
A Chapin Hall Working Paper
CB-22 $5.00

Technical assistance is an important resource for addressing the many implementation challenges facing comprehensive community initiatives. The authors discuss the role that a coach—a specific type of TA provider—can play in improving the capacity of an initiative to achieve its goals and generate learning for the field. The authors identify different dimensions of the role that a coach can play. These include carrying the vision of the initiative by reinforcing the commitment to the initiative's larger goals; fostering learning communities and new ways of thinking; facilitating dialogue among initiative participants; and developing capacity. The authors conclude that this approach to TA requires a commitment on the part of funders and sites to a shared vision, to a learning culture, and to clear rules of engagement. The paper examines two initiatives—the Neighborhood Strategies Project and the Rebuilding Communities Initiative—and reports data gathered through interviews with funders, coaches, evaluators, and others.

Papers from the Neighborhood Strategies Project

Prudence Brown, Jessica Pitt, Janice Hirota 2000
A Chapin Hall Working Paper
CB-26 $5.00

New Approaches to Technical Assistance: The Role of the Coach (described above) is also available with a second paper from that project, *Collaborative Approaches to Revitalizing Communities: A Review of the Neighborhood Strategies Project*, bound as a single volume. *Collaborative Approaches*, by Jessica Pitt, Prudence Brown, and Janice Hirota, explores the opportunities and challenges associated with collaboration among participating organizations in the Neighborhood Strategies Project. The authors draw on fieldwork conducted by the initiative's evaluators, as well as a set of interviews conducted with collaborative members, staff, and funders.

The Fund for Community Redevelopment and Revitalization

Harold Richman, Mark Joseph

The Fund for Community Redevelopment and Revitalization is a community-based organization that promotes a coordinated approach to community renewal in the North Kenwood-Oakland and Woodlawn communities of Chicago. The Fund was founded in 1992 and launched with a major grant from the John D. and Catherine T. MacArthur Foundation. The Fund has established market-rate and subsidized housing in the two communities and is currently developing a strategic plan for a comprehensive approach to mixed-income development in them. The Fund engaged Chapin Hall to gather information about relevant initiatives around the country with similar mixed-income-development objectives and to help the Fund's leadership develop an approach, building on its success in housing, to more comprehensive mixed-income community development. 1999.

Neighborhood Partners Initiative

Prudence Brown, Jacalyn Lee

The Neighborhood Partners Initiative (NPI) is a comprehensive community-building initiative designed to improve the lives of children and families in five neighborhoods, ranging in size from one to five blocks, in New York City. With the support of the Edna McConnell Clark Foundation, NPI is working to improve housing conditions, increase employment, improve quality of life for residents, engage institutional stakeholders, and promote resident participation and leadership on behalf of their neighborhoods.

At the request of the Foundation, Chapin Hall joined the technical assistance team that supported the five community-based organizations that serve as lead organizations in the target neighborhoods. As part of the technical assistance effort, Chapin Hall researchers played several roles. These included helping the sites collect the data they needed to inform their local development goals and plans and helping them identify the short- and long-term outcomes to use in measuring progress toward their goals. Chapin Hall researchers also documented the start-up period and assisted the Foundation in determining an evaluation strategy for subsequent phases. Working with Chapin Hall staff on this effort was Alvia Branch of Branch Associates. Associated publication listed below. 1999.

Neighborhood Partners Initiative: The Startup

Prudence Brown, Alvia Branch, Jacalyn Lee 1999

A Chapin Hall Report

CB-19

Free of charge, courtesy of the Edna McConnell Clark Foundation.

This report documents NPI's twenty-one-month start-up period and examines the ways in which the three central components of the beginning work of the initiative were carried out: how the NPI staff at all five sites engaged residents and institutional stakeholders in the neighborhood change process; how the lead organizations addressed the organizational challenges of implementing NPI; and how the Foundation managed NPI, including the provision of technical assistance.

Glades Community Development Corporation

Prudence Brown

In early 1994, Chapin Hall staff began documenting the evolution of a comprehensive development project in the Glades region of western Palm Beach County, Florida, being implemented by the Glades Community Development Corporation (GCDC). The Glades, home to a population of African Americans, Haitians, Hispanics, and whites, is an agricultural region physically and socially isolated from the remainder of the county, specifically the affluent coast. Many residents live near or below the poverty line, and only 40 percent are high school graduates. In response to these and other problems in the Glades, and to capitalize on its assets—including a beautiful physical environment, encompassing the southeastern shore of Lake Okeechobee, attractive climate, and rich soil—GCDC focuses on economic development in the context of a broad community-building agenda. The goal of the documentation was to describe the implementation of the project, distill lessons and themes, and reflect on how the project's experience relates to the emerging body of knowledge about comprehensive development strategies. GCDC was supported by the Charles Stewart Mott and John D. and Catherine T. MacArthur Foundations and by the Community Foundation of Palm Beach and Martin Counties. The documentation was supported by the MacArthur and Mott foundations. Associated publication listed below. 1998.

Glades Community Development Corporation: Chronicle of a Community Development Intermediary

Prudence Brown, Paul Stetzer, Jr. 1998

A Chapin Hall Report

CB-18 $12.00

This report documents the first seven years of the Glades Community Development Corporation (GCDC), an intermediary organization working in the largely agricultural western part of Palm Beach County, Florida. The product of a five-year examination of the GCDC, the report combines an analytic narrative that details the GCDC's history, accomplishments, and challenges with profiles of particular projects or initiatives that provide in-depth portraits of specific aspects of the GCDC experience. The report is illustrated by approximately fifty photographs.

Steans Family Foundation, North Lawndale Initiative

Robert Chaskin, Prudence Brown, Lisa Marie Pickens, William Mollard

The Steans Family Foundation targets a substantial portion of its grantmaking on Chicago's North Lawndale neighborhood, a community that faces many challenges and opportunities in its rebuilding efforts. The Foundation asked Chapin Hall to perform two distinct tasks—to document the Foundation's grantmaking to date and to provide consultation on the development of a strategic plan for future efforts.

During the first phase of this work, Chapin Hall staff reviewed Foundation and other relevant documents and interviewed a range of actors in North Lawndale, including Foundation board members, community residents, business owners, city officials, and community leaders. During the second phase, Chapin Hall staff held a series of discussions with members of the Foundation staff and board to help explore and reconcile individuals' assumptions and theories of change regarding the North Lawndale Initiative. These discussions were intended to further inform the specification of Initiative goals and the articulation of a strategic plan, and to support the development of documentation and evaluation plans, including long-term evaluation strategies. 1998.

Publication Resulting from Earlier Research

An Agency and Its Community: A Settlement House Looks to the Future on Chicago's West Side

Joan Costello 1991

CB-15 $5.00

Sponsor: Chicago Community Trust

In order to understand the capital needs of Marillac House, a prominent social service agency, this study reviewed and documented the agency's history, program commitments, and future needs at a time when the agency was considering expansion. The author also examined the community's point of view and explored how expansion might affect the community, and identified ways in which the development plan might stimulate other development efforts in the neighborhood.

Information Resources and Tool Building

Development of a Community Information Infrastructure

Ada Skyles, Jacqueline Moore, Bong Joo Lee, Robert Goerge, Robert Chaskin, Harold Richman, John Dilts, Michael Weir

Through its Information Infrastructure Project, Chapin Hall, with the support of the John D. and Catherine T. MacArthur Foundation, has partnered with two community-based collaborative organizations in Chicago to explore ways to develop and sustain each organization's capacity to collect and use information. The project is intended to foster an understanding, within the communities, of the ability of information to improve service planning, delivery, and evaluation and to provide resources enabling organizations to speak in an informed way about their activities and their communities. Each community-based organization has identified specific community-change efforts (improving opportunities for youth employment and job training, for example) for which the development of a range of data resources are required. In order to assist the communities, Chapin Hall has worked with Chicago-area data providers—such as the Illinois Department of Human Services, the Chicago Public Schools, and the city of Chicago—to obtain and map neighborhood-level indicators with which the communities can better understand and evaluate the needs of their residents. Thus far, the information that Chapin Hall has been able to provide to its partners has enabled them to undertake their own data collection activities, and increased their awareness of the importance of data and information for planning their programs and activities. Drawing on its experience with the two communities, Chapin Hall is currently developing a framework for the creation of an independent data intermediary to meet the information needs of community-based organizations citywide. 2000.

Information for Communities: Experiences and Lessons from a Pilot Project

Ada Skyles, Susan Campbell 2000

A Chapin Hall Discussion Paper

CB-27 $8.00

This paper describes the development of the Information Infrastructure project, including the activities involved in taking the project from conceptual development through a period of pilot implementation. It also describes the lessons drawn from this experience. A particular focus of the lessons learned is the differences in mission and orientation between researchers and communities and the implications of these differences for collaborative work between the two. These lessons are then related to to the project's aim: increased, sustainable-community capacity in accessing and using information. From these lessons, the research team developed a recommendation, reported in the paper: that a new vehicle for meeting the information needs of communities efficiently and effectively—specifically, an information intermediary for communities—should be explored.

Creation of a Community Information Infrastructure: Capturing the Breadth and Depth of Information Necessary for Effective Planning, Implementation, and the Evaluation of Comprehensive Community Change Efforts

Teresa Eckrich Sommer, Prudence Brown, Robert Chaskin, Robert Goerge, Harold Richman, Lesley Slavitt, Sudhir Venkatesh 1996

A Chapin Hall Working Paper

CB-07 $5.00

This paper discusses the rationales of and strategies for the development of a community information infrastructure. It describes an approach to conceptually "mapping" information about a community in such a way that a detailed, complete picture can be drawn of the circumstances, needs, opportunities, and dynamics of community life. Six interrelated spheres of activity are addressed: physical infrastructure, demography, services, economic organization, social organization, and culture. Data in these spheres are to be a resource developed with and for stakeholders in community-based initiatives taking a holistic approach to the neighborhood. The organization of this project and its data sources, both existing and potential, are reviewed by the authors as a framework for the data collection process.

SCHOOLS' CONNECTIONS WITH OTHER ORGANIZATIONS

The demands on schools have grown enormously in recent years and seem to have come from all quarters. Children come to school accompanied by the effects of serious social problems, including persistent poverty, substance abuse by children and parents, and violence at home and in the community. There has been increased demand for standardized testing of both students and teachers, and improvements in education are a mainstay of the agendas of political candidates.

One response to these realities has been a trend toward connections, with schools reaching out and other organizations reaching in to share the work of fostering children's learning and development. The range of strategies being employed is great. At one end of the spectrum, there is the introduction of one or more social services into the school setting; at the other end is the potential for a fundamental rethinking of how responsibility for children's education and development are distributed in American society. The names for the strategies that lie along this spectrum are increasingly familiar: full-service schools, school-business partnerships, and community schools.

It was the intersection between schools and communities, often represented by individual community-based organizations, that first led Chapin Hall to consider a program of research in this area several years ago. It was a natural progression to this from Chapin Hall's concerns about children and the supports available to them, and Center researchers' interests in the merits of comprehensive, coherent approaches to children's needs that addressed both problems and potential. Moreover, it was evident that the trend to make connections among schools and other organizations was proceeding apace, with little knowledge to inform debate, policy, and action. Attention to such areas is a hallmark of Chapin Hall's approach to research.

Current and Recently Completed Work in School Connections

Chapin Hall's work in this area has both **explored the connections among schools and other organizations** and **documented and evaluated** the paths taken by particular initiatives.

Exploring the connections among schools and other organizations. Chapin Hall conducted a fundamental examination of school connections in a two-year study concluded last year. Center researchers identified several hundred such connections across the United States and intensively studied sixty of them. The report of the study's findings specifies the range of forms these connections are taking, the dynamics that drive and shape them, the challenges they face, and the accomplishments they seem well positioned to produce.

New work in this area includes a pair of Chicago-focused projects. One of these seeks to increase the quality and quantity of out-of-school-time programs for preadolescent and adolescent youth by creating a cluster of activities around selected schools anchored in area libraries, parks, and other locations. The second will develop a research program to assess the progress of this initiative and address some of the fundamental research questions associated with investments in out-of-school time.

Program documentation and evaluation. Complementing Chapin Hall's explorations of this developing field at the national level have been a set of empirical studies that focus on individual initiatives. Current work includes two major studies of innovation in school connections, one in Chicago and one in New York City. The Chicago project is an evaluation of a foundation-sponsored full-service schools initiative designed to integrate the best thinking about school-based practices into a viable and cost-effective model for full-service schools. The research focuses on changes in the lives of four primary constituent groups at each school—students, parents, teachers, and associated service providers. Drawing on this research, the principal investigator has published a Chapin Hall working paper exploring applications of social capital theory to the design and development of evaluation materials for school-based service delivery projects.

In New York, Chapin Hall researchers have collaborated with the Academy for Educational Development and the Hunter College Center on AIDS, Drugs, and Community Health to evaluate the Beacons Initiative. A report on the findings of phase one, an implementation study, has been published by the Academy for Educational Development. Design work for an outcomes study is in progress.

Projects and Publications

The remainder of this section presents descriptions of current and recently completed projects in Schools' Connections, each with associated publications to date. Also included are publications resulting from earlier work in this area.

Exploring the Connections Among Schools and Other Organizations

School-Community Mapping Project

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster

Schools have long been entrusted, to a large degree, with preparing young people for their future roles in society. In recent years, however, there has been a growing awareness that an active, engaged community, including parents, faith-based organizations, service providers, community-based agencies, and businesses, play a vital role in maximizing young people's opportunities for learning and development. School-community initiatives, efforts dedicated to creating and sustaining relationships between schools and community organizations, have grown exponentially in response to the increasing emphasis on the importance of such relationships. Despite such rapid growth, however, stakeholders, including funders, policy makers, and practitioners, find that their efforts to sustain, strengthen, and disseminate the work of school-community initiatives have been slowed by their lack of information about the field.

In response to this need for information, the School-Community Mapping Project was created to outline the school-community initiative terrain and to describe the field's features. Chapin Hall has been a part of this joint effort to provide an overview of the broad range of initiatives, in partnership with the Institute for Educational Leadership, the National Center for Community Education, and the Center for Youth Development and Policy Research. The project was funded by the Charles Stewart Mott Foundation. Associated publication listed below, 1998.

Learning Together: The Developing Field of School-Community Initiatives (plus a separately bound Executive Summary)

Atelia Melaville 1998

Published by the Charles Stewart Mott Foundation.

This report analyzes and describes the field of school-community initiatives, reporting both major themes and detailed information on specific aspects of the twenty initiatives studied. The author identifies a set of related approaches that are converging in the field of school-community initiatives; these include services and school reform, and youth and community development. The study was conducted by the Institute for Educational Leadership and the National Center for Community Education in association with the Center for Youth Development and Policy Research and Chapin Hall.

Charles Stewart Mott Foundation
1200 Mott Foundation Building
Flint, Michigan 48502-1851
Phone: 800-645-1766

School Connections with Other Organizations: Their Implications for Policy and Research

Harold Richman, Joan Wynn

As connections among schools and other organizations are increasingly a focus of attention and investment, more needs to be known about the impacts of connections to inform effective policy and action in support of the learning and development of children. Too much weight now rests on connections with too little known about their impacts, first and foremost for children, and also for the organizations involved, and for the communities in which they are located.

As an outgrowth of its research, Chapin Hall held an invitational meeting of researchers and practitioners knowledgeable about school connections. The discussion looked at the distinctive approaches to connections to identify their intended outcomes, the activities they involve, and the theories or assumptions about how these actions will lead to desired outcomes. It went on to identify what more needs to be known to inform effective policy and practice. The aim of the meeting was to forge an agenda for research with the highest payoff to the policy and practice communities and to identify robust and realistic research strategies for pursuing these issues. Meeting participants discussed a research agenda focused on the formation and functioning of school connections and their

impacts, including their net contributions to the learning and development of children. The meeting was made possible with the support of the Spencer Foundation. Associated publications listed below. 1999.

Furthering Education: The Relationship of Schools and Other Organizations

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster 2000

Forthcoming in *Improving Results for Children and Families: Linking Collaborative Services with School Reform Efforts*, Margaret C. Wang and William Lowe Boyd, editors.

This chapter examines the relationships that are formed between schools and other organizations in order to achieve specific ends. The researchers found that these connections often have a wide variety and combination of provisions used to benefit each party. These provisions include a physical space in which schools can operate, the development of a curriculum for schools, and the ability of other organizations to bring their resources into schools. Although the authors found a large number of connections that exist, all but a handful serve a specific subset of the population. The authors examined the purposes and patterns of these connections and how they develop and achieve their objectives.

Connections Among Schools and Other Organizations: Implications for Policy and Research

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster 1999

A Chapin Hall Working Paper

SC-04 $10.00

Public policies and public pressures have stimulated an increasing number and variety of alliances among schools and other organizations. These connections offer services to students, parents, and other community residents and provide developmental opportunities that aim to build individual competencies. Such connections involve the exchange of a range of resources among organizations, including access to physical space, equipment, and supplies; program resources such as curriculum and training; and human resources.

This paper explores this phenomenon. The first section delineates the challenges facing children and the institutions that support them and describes the resulting emergence of school connections. The paper goes on to describe the nature and variety of existing connections identified by the researchers as well as their evolution and achievements, and to analyze the benefits and costs associated with schools' connections. Finally, the authors raise issues and analyze implications associated with the rapid spread of this approach to serving children.

Publication Resulting from Earlier Research

Concerns About School-Linked Services: Institution-Based Versus Community-Based Models

Robert Chaskin, Harold Richman 1992

Published in *The Future of Children*, Volume 2, Number 1, Spring 1992. Reprinted in *Education and Urban Society*, Volume 25, Number 2, February 1993.

Concern about the fragmented nature of social service provision has led to the elevation of schools as possibly the best central locus for service delivery that has the potential to reach all children. The authors raise a number of concerns about this trend toward making schools the primary link to services. Choices about locating services in schools are often based on funding; the authors raise other issues that also need to be taken into account. For example, schools, already challenged by their increasingly complex educational mission, may be ill-equipped to provide other services as well. In addition, schools are often the last place troubled families (who often associate school with failure) will seek help. Moreover, as dropout rates attest, schools have difficulty reaching all children.

With support from the David and Lucille Packard Foundation, the authors explored an alternative to school-based services: a model of community-based service provision already in operation in a few communities. This model incorporates and links a variety of social services and provides various points of entry into the system. Linking services within the community may also give the community greater ownership of and influence over the services.

The Future of Children is published by the Center for the Future of Children
300 Second Street, Suite 102
Los Altos, CA 94022
http://www.futureofchildren.org

Education and Urban Society is published by Sage Publications
P.O. Box 5084
Newbury Park, CA 91359
Phone: 805/499-0721

Program Documentation and Evaluation

Full Service Schools Initiative

Samuel Whalen

Many models for expanding school-based services currently are being tested across the United States. In 1996, the Polk Bros. Foundation of Chicago announced its Full Service Schools Initiative (FSSI) as an attempt to inte-

grate the best thinking about school-based practices into a viable and cost-effective model. Each of three inner-city Chicago public elementary schools was funded to partner with a large community service agency to develop Full Service School strategies. With the long-term goal of improving the school achievement and psychological well-being of students, the Initiative articulated four objectives: (1) to improve the access of school children and families to services; (2) to involve a broad spectrum of the school and social service community in program planning; (3) to improve the relationship between parents and school staff; and (4) to catalyze new connections between service providers and educators. The joint school-agency grants required each partnership to constitute a diverse governance body to oversee Initiative planning, and hire a full-time Resource Coordinator to oversee Full Service School operations. Beyond these requirements the three partnerships were free to set an agenda and conduct needs assessments as a prelude to implementing services and programs.

In 2000, Chapin Hall will complete a three-year evaluation of FSSI. A mix of qualitative and quantitative methods have been used to study changes in the lives of four primary constituent groups at each FSS: students, parents, teachers, and associated service providers. Categories of data being collected include the results of key informant interviews with planners and program participants, program attendance records for students, academic outcome information, tracking of linkages between the schools and community organizations, and direct observation of planning meetings. Associated publication listed below, 2000.

Applying Social Capital Theory to the Evaluation of Full Service School Outcomes

Samuel Whalen 2000

A Chapin Hall Working Paper

SC-03 $5.00

The recent movement toward outcome-based accountability in human services reform enterprises, such as Full Service Schools, promises to focus the efforts of service planners and evaluators on capturing more effectively the relative benefits of various service delivery strategies. But this movement also poses the challenge of conceptualizing and measuring critical early changes in community resources that catalyze later improvements in the lives of children and families. This paper explores applications of social capital theory to the design and development of evaluation materials for school-based service delivery projects. Discussion centers on the applications of social capital ideas in the evaluation of the Polk Bros. Foundation's Full Service School Initiative, currently underway in three Chicago public elementary schools.

Chicago Communities In Schools

Joan Wynn, Samuel Whalen, Stephen Meyer, Rita Sussman

One example of schools and community institutions working to improve access to and use of community resources can be found in Chicago Communities In Schools (CCIS), the local affiliate of a national organization, Communities in Schools. CCIS is dedicated to brokering services for students and their families by repositioning existing community resources—including health and human services, mentoring, conflict resolution, and violence and other prevention services—into schools. Unlike many Communities In Schools programs, CCIS provides no funding to schools or outside organizations to promote relationships between them, delivers no services directly, and requires that a school staff member serve as a site coordinator responsible for managing the relationship with external organizations working in the school. Together these strategies promote two central and related CCIS goals: CCIS aims to build the capacity of schools to independently sustain relationships with outside organizations, and to enhance the capacity of these organizations to work effectively with schools.

Intermediary organizations that broker relationships between schools and other organizations are increasingly prevalent and important as the variety and complexity of school connections proliferate. Chapin Hall worked with CCIS to document its role as an intermediary, which includes brokering the relocation of resources into schools, assisting in the coordination of these resources in schools, and transferring these brokering and coordination competencies to schools and provider organizations. Drawing on interviews with CCIS, school and provider organization staff, observation, and records review, the documentation report describes CCIS's role and presents a model that illuminates CCIS impacts on individuals—teachers, students, and parents—and on schools and provider organizations. The report describes CCIS's approach to facilitating the relocation and integration of school-based services for children and families and includes a prospectus for its evaluation. Associated publication listed below, 1999.

Brokering the Relocation of Services into Schools: A Documentation Study of Chicago Communities In Schools

Joan Wynn, Samuel Whalen, Stephen Meyer, Rita Sussman 1999

A Chapin Hall Working Paper

SC-02 $10.00

This Working Paper, the outcome of a year-long documentation study of CCIS, relates the processes and mechanisms by which CCIS brokers services and builds brokering capacity in schools. Based on interviews, document analysis, and direct observation, the report details the sequence of steps in the CCIS approach, including the school selection and needs assessment processes, the recruitment and selection of agencies, the ongoing coordination and assessment of schools and agencies, and the gradual transfer of brokering responsibility to partner schools. The paper outlines a logic model linking CCIS processes to a range of outcomes for schools, agencies and students, and concludes with a prospectus for an evaluation of CCIS's primary impacts. The document incorporates a range of observations about how the CCIS example and experience sheds light on the role of intermediaries in supporting school partnerships.

New York City Beacons Evaluation

Prudence Brown

During the past two decades, policy makers, researchers, educators, social service providers, and others concerned about children have increasingly focused on the importance of schools, communities, and families working together to provide the support and opportunities young people need to grow up safe and healthy. As a result, a variety of school-community-family collaborations have emerged across the country to provide children, youth, and families with a range of academic, counseling, recreational, and cultural activities, along with other services that promote healthy development and reduce high-risk behavior. The New York City Beacons Initiative, launched in 1991, grew out of an interest in these collaborations and in making school buildings available to community residents during evening and weekend hours. The Initiative now involves forty Beacons citywide and has been replicated in several cities across the country.

The Academy for Educational Development is managing a three-year evaluation of the Beacons Initiative with the support of Chapin Hall and the Hunter College Center on AIDS, Drugs, and Community Health. The Youth Development Institute of the Fund for the City of New York is sponsoring the evaluation in collaboration with the New York City Department of Youth and Community Development and with funding from the Annie E. Casey Foundation. The evaluation is designed to provide ongoing information for use in the Initiative's further development and to inform evaluators, researchers, policy makers, educators, and others interested in school-community-family collaborations nationwide.

Chapin Hall worked with its partners during the first year of the evaluation on an overview and an implementation study, the former focusing on the development of the Initiative and its underlying principles and the latter on the way individual Beacons have implemented these principles. Center researchers are assisting in the design of a study of the Initiative's outcomes in the second and third years. Associated publication listed below, 2000.

Evaluation of the New York City Beacons: Phase One Findings

Constancia Warren, Prudence Brown, Nicholas Freudenberg 1999

Published by the Academy for Educational Development.

This study details the founding and beginnings of an ambitious program in New York City that aims to provide all ages with "safe havens" to attend after school hours and on the weekends. Younger children generally attend the program. Housed in school facilities, Beacons programs provide many activities and services. These activities —which include homework help, writing projects, volunteer opportunities, and sports— are meant to help children and adolescents improve many areas of their lives. Besides offering this assistance, an environment in which the kids feel safe is also created. Occupants of neighborhoods with Beacons often feel that the program has taken steps to increase security in those areas. Families have events at the Beacons that they can attend together. Additionally, parents also find at Beacons chances to improve their education and take on volunteer opportunities.

The North Kenwood/Oakland Charter School

Joan Wynn, Katarzyna Kubzdela

The Center for School Improvement (CSI) at the University of Chicago is a research and development organization established to support school improvement efforts in the Chicago Public Schools. CSI works almost exclusively in low-income communities where student achievement is significantly below national norms. In their network of seven schools, CSI leads an intensive effort to improve student literacy, supported by an integrated program of social services and local leadership development. CSI strives to bridge the gaps between

schools, the families they serve, and the communities in which they are located. To accomplish this, CSI creates and coordinates specialized support and social development programs that bring together members of these three key groups to ensure that all facets of a child's development are appropriately addressed.

In the fall of 1998, CSI opened the North Kenwood/Oakland Charter School, which will operate as the hub of CSI's school network. By opening this new school, CSI hoped to provide a model of exemplary academic and organizational practice for other schools and a high-standard educational facility that will ultimately include an integrated community learning center offering services, supports, and enrichment opportunities. These resources will be available year-round for charter school students and families from North Kenwood/Oakland and from elsewhere in Chicago, as well as for other children and families in the North Kenwood/Oakland community.

Chapin Hall documented the planning and development of the partnerships CSI formed with community institutions to accomplish its goals. This project allowed Chapin Hall to bring to the table its expertise on relationships between schools and other partners as well as to observe accomplished educators and researchers putting their experience into practice in developing a school and its connections with surrounding community resources. Sponsored by the Benton Education Fund. 1999.

Publication Resulting from Earlier Research

Focusing on a Community and its Schools: Bank of America and the West Humboldt Park Education Network, 1989-1998

Joan Wynn, Carla Richards, Katarzyna Kubzdela 1999

A Chapin Hall Working Paper

SC-01 $5.00

Sponsor: Bank of America

As schools join forces with external organizations, both to enhance the learning and development of children and to address the obstacles they face, this Working Paper describes a long-standing network including a high school and its twelve feeder elementary schools in an isolated, low-income Chicago-neighborhood.

The paper discusses questions that surface in many school-community alliances. At a time of increasing pressures on schools to increase student achievement, what is the contribution of a geographically based association of schools to this goal? To what extent do external resources reinforce the mission of schools and the learning and development of students, and to what extent do they represent a drain on the time and attention of schools and other participating organizations? Other challenges common to school connections are discussed in the paper including their complex and changing goals and changes in leadership over time. The useful lifetime of networks and the connections they offer is also discussed. Because this network has been staffed and funded since its formation, the paper also discusses the impact of funding on the Network's formation and functioning.

INTERNATIONAL PROJECTS

Children do not start out life knowing the names of the countries in which they live or the forms of government those countries maintain and, throughout their childhoods, such distinctions may be of limited relevance in influencing circumstances of life. Chapin Hall's international projects look at those conditions in the lives of children that cross cultural and political boundaries. This work is carried out in large part by the building of bridges at the personal and the institutional levels.

Fellows and Other Extended Visitors

The past year has been robust for the International Fellowships in Children's Policy Research. The International Fellowships program is devoted to the exchange of ideas and the forging of personal links among researchers. During the year, we were joined by colleagues from Brazil, Israel, Italy, and Spain who stayed for varying lengths of time and contributed to the ongoing work of the Center through discussions, presentations, and writing. One fellow, a leader in work to develop indicators of child well-being worldwide, was a featured speaker at a meeting organized by Chapin Hall of states that are developing such indicators under federal sponsorship. During the same year, this individual wrote or was a coauthor of a book and a number of papers that addressed child well-being and social welfare topics, including a comparison of cash assistance in Israel and the U.S.

During the year, Chapin Hall expanded its collaborations with research organizations in other nations. Some of these collaborations were enhanced by the presence during part of the year of a senior English researcher from the Dartington Social Research Unit who is at work on a book that attempts to create a common language through which policy makers, researchers, and child welfare practitioners cross-nationally can better understand the challenges facing children in need and can more effectively match needs to services through evidence-based planning and implementation. In addition, other Dartington staff members visited Chapin Hall and took part in Chapin Hall projects over the course of the year. One project was in support of the ongoing fiscal and service reform efforts in the area of child welfare undertaken by the New York City Administration for Children's Services (ACS). Chapin Hall and Dartington served as advisors to ACS. (The project is detailed in the Children's Services section of this guide.)

International Centers

The longest-standing associations between Chapin Hall and international partners are those with the Research and Database Unit (RDU) of Jordan's National Task Force for Children and with the Center for Children and Youth in Israel. Collaboration with the Jordanian RDU included work assessing the feasibility of using a Jordanian administrative dataset on human service delivery for research and policy purposes. During the year, senior RDU researchers visited Chapin Hall to discuss a variety of projects the RDU may undertake. Among the projects jointly undertaken with the Israeli Center was support for the municipal government of Nazareth, where new youth programs are in development.

Chapin Hall has an informal relationship with two research centers in Ireland, the Children's Research Centre at Trinity College in Dublin and the Centre for Child Care Research at Queen's University in Belfast. The director of the Belfast center came to Chapin Hall in April 2000 for a brief visit. Others who visited Chapin Hall during the year included the directors of the Center for Research on Childhood (CESPI) at the University of Santa Ursula in Rio de Janeiro and of the Child Health Policy Institute at South Africa's University of Capetown.

A number of Chapin Hall staff members are associated with collaborative efforts involving these organizations and Chapin Hall. Throughout the year, Chapin Hall staff members visited all of these centers except for CESPI, as well as NOVA, a Norwegian research center. Current discussions with these organizations include the prospect of holding a meeting sometime in the year 2001 to bring together researchers to explore further collaborations on policy-relevant research focused on children and in pursuing focused research exchanges and collaborative

opportunities. And new collaborations may arise. Chapin Hall, in association with World Vision, is beginning exploratory research on child protection in five developing nations. In addition, Chapin Hall staff members are working with World Vision and nongovernmental organizations in Romania to help reduce dependence on large institutions to care for abused and neglected children. (This project is detailed in the Children's Services section of this guide.)

Projects and Publications

The remainder of this section presents descriptions of current and recently completed International projects with associated publications to date.

Children of Immigrant Communities

Ali Abunimah, Michael Little, Louise Cainkar

With funding from the Hummel Foundation, Chapin Hall researchers are examining the connections that immigrants—part of "new immigration"—coming to America keep once they make the transition to life in their new country. The researchers have proposed three different, separate, papers on three topics: immigration before and after 1965, a comparison of the experiences of poor families in Jordan with those of poor Jordanian immigrants, and the effects of movement and immigration on children. In order to gather data, interviews will be conducted with families that have immigrated as well as with groups of people who have experience working with immigrants.

Most of the work will take place in Chicago, although some work will also take place in Jordan. Some of the work will include a secondary analysis of quantitative data, such as statistics from censuses. 2000.

Investigating Child Protection in Developing Countries

Deborah Daro

Chapin Hall staff are helping to shape an effort being undertaken by World Vision, a large international relief organization, to understand the various factors that contribute to placing children who are at risk for maltreatment within the context of developing countries. In April 2000, Chapin Hall hosted a meeting of representatives from three of five countries serving as essential sites for exploratory research in this area. Chapin Hall is working with these representatives to implement data collection strategies focusing on a sample of community leaders, caretakers, and young people. Researchers will work with professionals from Ghana, Kenya, Brazil, Romania, and Thailand. The project will ultimately yield a framework for documenting the variety of approaches utilized in developing countries to strengthen familial and community capacity to protect young children. 2000.

Center for Children and Youth in Israel

Harold Richman, Robert Chaskin, Chapin Hall Staff

Chapin Hall, which assisted in the establishment of a new children's policy research center in Israel, working with the JDC-Brookdale Institute in Jerusalem, continues to collaborate with them in their ongoing development. The mission of the new center is to enhance the well-being of all children in Israel and the ability of families and the state to meet the needs of children and youth. The Center aims to develop and apply the knowledge necessary to ensure young people's optimal development, their realization of opportunities, and their capacity to contribute to society. Chapin Hall and the Center share experiences in a variety of areas of mutual interest. The new Center, which works closely with the Israeli government and municipalities, is emphasizing study of the needs of children at risk of not achieving their potential or not integrating into Israeli society. Israeli-Arab children are of special interest to the Center. Recently, the Center has begun collaborating on research and planning activities with the city of Nazareth. The collaboration, an effort to enhance youth services, has three goals: to assess the needs of Nazareth's young people; to map existing services for youth; and to develop a citywide services plan. Ongoing.

Center for Children in Jordan

Harold Richman, Ali Abunimah, Robert Chaskin, Chapin Hall Staff

At the decree of His Majesty King Hussein of Jordan, a National Task Force for Children (NTFC) was established in 1996, following Jordan's ratification of the International Convention on the Rights of the Child and the Arab Charter on the Rights of the Child. Chapin Hall is assisting in the development of a research wing of the NTFC, the Research and Database Unit (RDU). The RDU is committed to gathering data on the status of children in Jordan and undertaking research on Jordanian policies and programs affecting children and families. In early 1997, the RDU began operating in earnest, with a core research

staff and a director. That spring, the RDU began its first substantive research, focusing on child labor, in cooperation with the International Labor Organization, and in collaboration with the Ministry of Labor and the Ministry of Social Development. The report from that study has been released and its findings widely disseminated.

The RDU is now organizing a regional conference on practices and policies affecting child labor. Jordanian researchers are also seeking funds to follow up on last year's path-breaking pilot study of labor by children. The follow-up study would address aspects of child labor not included in the original effort, such as attempting to estimate the size of the juvenile labor force. The RDU is also at work on a broad inquiry into children's life circumstances, health, and well-being that is expected to parallel, in part, UNICEF's annual report on the state of children. RDU staff members are currently analyzing indicators used by UNICEF as well as those used by the Arab Council for Child Development, the United National Development Programme, and the Jordanian Ministry of Planning, in an effort to develop its own indicators. They are also examining available government and non-government datasets to determine which kinds of indicators can be supported by existing data. The RDU hopes to apply these indicators to examine regional variations—such as north-south and urban-rural differences—within Jordan.

The RDU has acquired a copy of the National Aid Fund's administrative database. (The National Aid Fund is a Jordanian government agency that provides assistance to poor families.) RDU researchers, working with staff at Chapin Hall, are preparing a research plan for these data. The RDU has completed two databases—one on child-centered legislation and one on child-related research.

The NFTC and the RDU have received funding from UNICEF, the British Council, and several private donors in the Middle East. Ongoing.

International Fellowships

Robert Chaskin, Selma Chipenda-Dansokho, Rosemary Gill, Chapin Hall Staff

Begun in 1997, Chapin Hall's International Fellowships in Children's Policy Research bring advanced academic and policy professionals to Chapin Hall to pursue independent, policy-relevant work concerning children and child well-being. Most Fellows pursue their own research or writing with the collegial support, rather than supervision or instruction, of Chapin Hall staff. Typically, Fellows' projects have policy implications in their home countries or institutions as well as cross-national relevance. Fellows are in residence in Chicago for between two and twelve months. Applications are reviewed on a rolling basis. Guidelines and applications are available from Chapin Hall by mail and through Chapin Hall's Web site: www.chapin.uchicago.edu. Associated publications listed below. 2000.

Cash Income Maintenance Programs in Illinois and Israel: The served, the Underserved, and the Overserved

Asher Ben-Arieh, Bong Joo Lee 2000

Forthcoming in *Social Security*, in Hebrew.

The authors studied cash income maintenance programs in Illinois and Israel to determine whether they help reduce child poverty for families with children. Although child poverty levels in both countries are high, the problem has been concentrated on specific groups in Illinois, while it is more of a general population problem in Israel. The paper examines the population of poor children living in both places, as well as the population of children living in families that are receiving income maintenance (IM). It also addresses some of the differences between how social programs in Illinois and Israel differ from each other. These differences include the fact that recipients in Israel are not required to work, while recipients in Illinois are. The authors also find that certain population groups in both areas are overserved, while others are underserved. In the study, the authors found that neither Illinois nor Israel was successful in eliminating—or reducing to an acceptable rate—the level of child poverty in their region.

The Incidence of Arab Adolescents' Exposure to Violence in Their Families of Origin and Its Sociodemographic Correlates

Muhammad M. Haj-Yahia, Asher Ben-Arieh 2000

Published in *Child Abuse and Neglect*, Volume 24, Number 10.

The authors examine the incidence and sociodemographic correlates of witnessing and experiencing different patterns of abuse and violence in the family of origin among Arab adolescents from Israel. Arab secondary school students in Israel took part in a cross-sectional survey, the results of which revealed that they had experienced psychological and physical violence. This violence included the students being hit or beaten and/or seeing their parents act violently toward each other. The study details the number of students that experienced a variety of types of violence, such as mother-to-father violence, mother-to-participant violence, and siblings-to-participant violence. The study found that the level of violence taking place varied significantly, as did the likelihood of violence based on factors such as age, occupation, and religious affiliation.

The Politics of Social Welfare: MPs' Attitudes and Activities in the 13th Israeli Knesset

Asher Ben-Arieh 2000

Published in *The Journal of Legislative Studies*, Volume 6, Number 2, Summer 2000.

This article explores the actions that the Israeli parliament (the Knesset) undertook to deal with issues of social welfare. The author gives an explanation of a study of the attitudes and activities of the Knesset and seeks possible connections between the two. Members of the 13th Israeli Knesset were asked about their perceptions of social welfare policy. The study found that most members of the Knesset felt that social welfare policy was of equal or greater importance as foreign affairs and national security. Most Knesset members also said they were active in social welfare issues. The article concludes that activity on social issues increased during the 13th Knesset, with informal activities being used more extensively than formal ones. Further, the author examines the differences between those who take positions on the left and right in social issues and those who take the left and right in political issues (such as the Middle East peace process).

Monitoring the Well-Being of Children Internationally

Robert Goerge, Bong Joo Lee

Chapin Hall is among the U.S. cosponsors of an international group developing cross-national indicators of child well-being for informing international child policy making and planning. Currently composed of representatives of twenty nations, the group has met in three working sessions, in Jerusalem in 1996, Campobasso, Italy, in 1997, and South Carolina in 1998.

Before the Campobasso conference, working groups focused on six topics: census and survey data, primary research, administrative data, children's rights, policy perspectives, and childhood as a stage in itself. In addition to focusing on the substance of these topics, participants explored how the topics related to five domains of children's lives: social connectedness, civil life skills, personal life skills, safety and physical status, and children's activities. Chapin Hall led the working group on using administrative data for research and policy and sent two representatives to the Campobasso conference.

At Campobasso, the working group reports fueled discussion on the five domains, on other, nondomain indicators, and on the policy relevance of the effort. Before adjourning, delegates agreed to a process for selecting new indicators and established criteria governing their selection. At the third meeting in South Carolina in 1998, working groups selected five domains to concentrate on and began to finalize the list of indicators for the group's future work. The group is now working on developing concrete ways to put the set of selected cross-national indicators in practice for both research and policy development.

Organizations involved in this effort include the Center for Research and Public Education in Israel, Childwatch International, the European Center for Social Welfare, the Institute for Families in Society, the International Youth Foundation, the Israel Center for Children and Youth, and the U.S. National Academy of Arts and Sciences. 2001.

Beyond Welfare: Measuring and Monitoring the State of Children—New Trends and Domains

Asher Ben-Arieh 2000

Published in *Social Indicators Research*.

The author examines the need to measure and monitor the state of children and ways in which current policies could be modified to effectively determine that condition. Although previous studies of the well-being of children were conducted, the author argues that they only studied parts of an overall picture, while leaving other parts untouched. Thus, a better way of determining the state of children and better indicators must be developed. These indicators must do more than focus on the basics—on survival and prevention—and focus also on children's well-being and on "positive" indicators, such as children's satisfaction with their lives. This does not completely eliminate the need to look forward as well, but allows indicators to be determined from a child's perspective rather than only from an adult's perspective. Other sections of the paper expand on this idea and examine how studying the well-being of children is beneficial in areas such as enhancing knowledge and providing tools for better planning. The author also sets out goals for the future, including articulating how measuring the state of children could bring about better policy.

The Use of Administrative Data in Measuring the State of Children

Robert Goerge 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival*, Eurosocial Report No. 62, Asher Ben-Arieh and Helmut Wintersberger, editors.

Administrative data on children—that is, data that are collected by an organization in support of its function and stored within that organization's information system—are becoming increasingly available as organizations that serve children and families gain access to computer technology. The growth of available information has potential to inform the development of more effective social policy and programming, but this goal can be realized only if better methods of data manipulation

and analysis are developed. Although much information is available, little of it can address the specific needs of policy makers, researchers, and direct service providers. This paper discusses the use of administrative data for describing the state of children, and addresses the technical, political, and organizational issues that are often a source of problems in attempts to use administrative data. The author offers suggestions for improving available administrative data on children.

Published by the European Centre for Social Policy Research. To order, contact:
Mr. Willem Stamatiou
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Berggasse 17
A-1090 Wien
Austria
E-mail: stamatiou@euro.centre.org

The Use of Census and Surveys: Implications for Developing Childhood Social Indicator Models

Bong Joo Lee 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival*, Eurosocial Report No. 62, Asher Ben-Arieh and Helmut Wintersberger, editors.

Many recent efforts to use statistical descriptions to monitor the well-being of children, including the various "state of the child" reports that have been produced at state and national levels, have relied on data from the U.S. Census and other nationally representative sample surveys (such as Current Population Surveys). A wide array of indicators has been constructed from this data, but most are simple statistical descriptions of children at an aggregate level, with limited utility for monitoring children's well-being and measuring the effects of social policy. The author suggests hierarchical models, which take into account an individual's behavior within his or her social environment, as a more effective way to conduct quantitative examinations of children's lives using social indicators.

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SPECIAL PROJECTS AND CONSULTATIONS

In addition to its core research agenda and international activities, Chapin Hall engages in other activities—including institutional relationships, collaborations, and consultations—to develop new opportunities for research, to enrich the Center's work, and to find new pathways for informing policy and practice concerning children, families, and communities.

Current and Recently Completed Special Projects and Consultations

Chapin Hall's special projects and consultations involve the Center in relationships with the government, foundation, and research sectors. The range of activities includes collaboration, support, consultation, and training.

Chapin Hall continues its ongoing collaboration with the Joint Center on Poverty Research, directed and managed jointly by the University of Chicago and Northwestern University, sponsored by the Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services. The focus of Chapin Hall's contribution to the Joint Center's work is exploration of the use of administrative data in the Joint Center's research. (Chapin Hall's substantial body of work in administrative data is described in the Children's Services section of this volume.) One product of recent work, an analysis of change in social program participation in the 1990s in Illinois, is a Joint Center discussion paper and found on their Web site.

Chapin Hall also continues to provide information and analyses to support the work of the Illinois Department of Human Services, begun under the auspices of the Governor's Task Force on Human Service Reform. A current focus of this work is the Department's welfare-to-work initiatives.

Chapin Hall fully recognizes the importance of the foundation sector in the development of policy and practice approaches concerning children, families, and communities. Foundation grants support a substantial portion of Chapin Hall's research agenda, and Chapin Hall is frequently called on by foundations to inform, document, or evaluate foundation initiatives. In addition to these efforts, described in earlier sections, Chapin Hall is called on from time to time to consult with foundations about broader aspects of their programs.

Past consultations have included work with the Chicago Foundation for Women, and the Stone, Mott, and Ford Foundations. In a recently completed project, Chapin Hall explored the role of intermediaries for the Edna McConnell Clark Foundation, in support of the Foundation's program in youth development. The results of that effort are now available as a Chapin Hall Discussion Paper.

Currently underway is an assessment of the Neighborhood Improvement Initiative (NII) that is being conducted in response to a request from the initiative's sponsor, the William and Flora Hewlett Foundation. The NII, a seven-year effort focused on three San Francisco Bay-area communities, has aims that include enhancing the capacities of both community residents and area foundations to address area poverty.

Foundations have also provided support for Chapin Hall's own initiatives in providing leadership for the children's policy field. The Helen V. Brach Foundation has supported efforts at both ends of the research spectrum—conceptual development and dissemination—as well as for the conduct of research; and, since 1989, the Dr. Scholl Foundation has supported a program of fellowships for meritorious graduate students employed at Chapin Hall to support the development of future leaders in the field of children's policy research.

Projects and Publications

The remainder of this section presents descriptions of current and recently completed Special projects with associated publications to date. Also included are publications resulting from earlier research.

Review of the Neighborhood Improvement Initiative

Ralph Hamilton, Ada Skyles

The William and Flora Hewlett Foundation sponsors the Neighborhood Improvement Initiative (NII) as part of its Family and Community Development Neighborhood Revitalization program. This seven-year, resident-led

Initiative is aimed at improving the physical, economic, and social conditions in three low-income communities in the San Francisco Bay Area. The primary goals and objectives for NII are to connect singular uncoordinated efforts to address poverty-related issues, improve the capacity of residents and community-based organizations to participate fully in the planning and renewal of their communities, improve the capacity of Bay Area community foundations to support neighborhood improvement strategies, and leverage significant public and private resources to support neighborhood change.

Chapin Hall undertook a review of NII at the Foundation's request. The purpose of this review was to place the Initiative in the context of other similar comprehensive community initiatives around the country, to suggest what NII might learn from experiences elsewhere, and to identify unique elements in the Initiative that might offer important learning opportunities for the field. 2000.

Joint Center on Poverty Research

Robert Goerge, Bong Joo Lee

Researchers at the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago and the Institute for Policy Research at Northwestern University have established the Joint Center for Poverty Research under a grant from the Office of the Assistant Secretary for Planning and Evaluation at the U.S. Department of Health and Human Services. The Joint Center focuses on the causes of poverty in the United States and evaluates programs designed to alleviate poverty, particularly state-level welfare reforms. The Joint Center is also examining changing labor markets, family functioning, school-age pregnancy, and the effects of welfare reform on children. Chapin Hall is participating in the work of the Joint Center through an exploration of the potential for using administrative data in the Joint Center's poverty research. (Chapin Hall's work with administrative data is described in the Children's Services section of this guide.)

In the Joint Center's first year, an advisory committee focused on the collection and use of administrative data from state-level agencies that provide services to children and families. This committee gauged the level of support among state-level administrators for the development of an archive of this data and evaluated state agencies' administrative data structures. Among those serving on the Advisory Panel are Chapin Hall Research Fellow and Associate Director Robert Goerge. A report summarizes the committee's research findings. Associated publications listed below. 2001.

Changes in Child Social Program Participation in the 1990s: Initial Findings from Illinois

Robert Goerge, Bong Joo Lee 2000

Joint Center for Poverty Research Working Paper number 199. This paper is available from the JCPR Web site, www.jcpr.org.

The authors use individual-level administrative data from Illinois human services agencies to examine the service outcomes that children experience as they move through multiple statuses or events within the welfare and human services systems. The time period covered by the paper was one of substantial change in welfare policy and service delivery in the state.

Administrative Data for Policy-Relevant Research Assessment of Current Utility and Recommendations for Development, A Report of the Advisory Panel on Research Users of Administrative Data of the Northwestern University/University of Chicago Joint Center for Poverty Research

V. Joseph Hotz, Robert Goerge, Julie Balzekas, Frances Margolin, editors 1998

This report of the Advisory Panel on the Research Uses of Administrative Data describes the key practical and political considerations of transforming the administrative data collected by state and local government poverty alleviation programs into databases for research uses; identifies the strengths and weaknesses of administrative data, relative to that gathered in national surveys, for use in descriptive and evaluative research and in accountability-based monitoring of program performance; describes examples from several states of efforts to develop capacity to use administrative data for program and policy evaluations; and makes initial recommendations that will improve the quality and usefulness of administrative data for policy makers and program administrators.

The panel examined state efforts to develop administrative record databases and looked at how the states used those databases to monitor and evaluate programs. The panel also interviewed experts in the production and use of administrative data. The report synthesizes their findings and recommends ways that policy makers, administrators, researchers, foundations, and others can better develop administrative data for monitoring and evaluating the implemented welfare reforms.

Published by the Joint Center for Poverty Research
Northwestern University Institute for Policy Research
2046 Sheridan Road
Evanston, Illinois 60208
Phone: 847/491-4145
Fax: 847/467-2459
The report is available on the Joint Center Web site:
http://www.jcpr.org

Governor's Task Force on Human Services Reform

Robert Goerge, Bong Joo Lee, Mairéad Reidy

The goal of the Governor's Task Force on Human Services Reform was to improve service delivery in Illinois by reorganizing the human services system and by building partnerships between state government and communities. Communities are thought to be in the best position to identify how to effectively serve the children and families who are human services consumers. Five Illinois communities were chosen as pilot sites. Each of these communities established a federation composed of community volunteers to identify the pressing concerns of the community and to explore the best uses of state resources.

Between July 1996 and June 1997, Chapin Hall researchers participated on an Evaluation and Research Activities team, with staff of the Governor's Task Force and IOTA, Inc., which developed an agenda for addressing the data and information needs of the state and the community federations. During this planning period, researchers focused on the potential and scope of work for pursuing three areas of evaluation and research: patterns of multiple service use among children and families; comparison of the costs of implementing an integrated family support human service delivery system in the pilot communities to the costs of the current traditional structure; and assessment of the outcomes of community federation projects. Chapin Hall staff also conducted other planning-phase projects for the Governor's Task Force.

The direction of Chapin Hall's work with the Governor's Task Force was greatly influenced by the backdrop of human services reform in Illinois. On July 1, 1997, a new law that merges most of Illinois's human services functions into a new Department of Human Services (DHS) became effective. DHS's mission is "to assist Illinois residents to achieve self-sufficiency, independence and health to the maximum extent possible by providing integrated family oriented services, promoting prevention, and establishing measurable outcomes, in partnership with community." To achieve this mission, the state needed a clear understanding of how services were being delivered to individuals and families across agencies and programs. Chapin Hall researchers took the lead and worked in partnership with policy and program staff at all seven state human service agencies to examine the prevalence and patterns of service use in Illinois across approximately thirty-six programs.

To date, researchers have completed point-in-time and retrospective analyses of data at both the individual and case levels. They are currently providing information and analyses to the Department of Human Services to support planning for and implementation of welfare-to-work initiatives. This work has centered around the development of a client stratification analysis for use in the development of a welfare-to-work performance management system. In addition, Chapin Hall has provided technical assistance to the welfare-to-work outcomes and management team at DHS as they develop and conduct surveys to determine the effects of welfare reform on families. This work is supported by the Annie E. Casey Foundation. Ongoing.

Scholl Fellows Program in Children's Policy Research

Chapin Hall Staff

Since 1989, the Dr. Scholl Foundation has promoted the career development of talented young researchers by supporting fellowships for meritorious graduate students who have demonstrated an interest in issues involving children and families and who work at Chapin Hall during their graduate studies. The goal of the program is to develop informed and dedicated leadership in the field of child and family welfare by fostering the development of talented young people who have an interest in child and family policy and who are in the process of shaping their own futures. Each year, two to four fellows engage in research on some of today's most pressing children's issues under the guidance of experienced researchers at Chapin Hall. Ongoing.

Brach Leadership Grants

Harold Richman

Chapin Hall has long been committed to broadening and deepening understanding of the effect of policy on children and families and creating innovative approaches to service delivery. The Helen V. Brach Foundation has helped to support Chapin Hall in its efforts to provide leadership for

the promotion of system reform through projects like the Children's Policy Project and its major publication, *Rethinking Child Welfare in Illinois* (see p. 10). More recently, the Brach Foundation supported preliminary efforts to assess the effect of welfare reform on children and continued efforts to create a system responsive to children's needs. In the past year, the Foundation supported Chapin Hall's exploration of the issue of diversity, for children and American society, given current and projected population patterns, as well as dissemination activities for our State of the Child project (see p. 4). 2000.

The Role of Intermediary Organizations in the Youth Development Field: An Initial Reconnaissance

Joan Wynn, Jolyon Wurr

In such diverse fields as comprehensive community change, youth employment, child abuse prevention, education, and others, the presence and role of intermediary organizations is being recognized as pivotal to endeavors that achieve a scale large enough to matter. At the request of the Edna McConnell Clark Foundation, the study focused on local intermediaries because they are the closest and most consistent resource for building the capacity of youth organizations enabling them to reach more young people with high-quality programs.

The study included a review of existing literature, interviews with the directors and staff of seven local intermediaries, review of material written by or about them, and interviews with individuals knowledgeable about local youth development intermediaries including policy makers, funders, and evaluators, as well as individuals familiar with the role of local intermediaries in other sectors.

Over the last decade, as the field of youth development has begun to take shape, a group of intermediary organizations has emerged to help provide a cohesive vision for the field and support for the organizations in it. Local youth development intermediaries operate in a position between the youth-serving organizations they assist and a body of knowledge, skills, contacts, and other resources. They take a deliberate position as brokers and facilitators, functioning both as representatives and agents of change.

The functions performed by local intermediaries, illustrated from this study, are convening and networking knowledge development and dissemination, standards identification and setting, training, management assistance, advocacy and representation, and assessment and accountability. Associated publications listed below. 2000.

The Role of Local Intermediary Organizations in the Youth Development Field: Summary

Joan Wynn 2000

A Chapin Hall Discussion Paper

SP-02 $5.00

The Role of Local Intermediary Organizations in the Youth Development Field

Joan Wynn 2000

A Chapin Hall Discussion Paper

SP-01 $8.00

Although intermediaries can be critical to creating effective, sustainable change, they also face both programmatic and organizational challenges. These challenges are central to the roles and relationships they have with the organizations they serve and to their effectiveness. This paper looks at the role of local intermediary organizations in assisting organizations with programmatic challenges. The challenges include the importance of defining effective practice and clarifying their accountability and the outcomes for which they are responsible. Like the organizations they serve, organizational challenges facing intermediaries are securing informed and effective leadership and staff as well as adequate sources of funds.

Publications Resulting from Earlier Research

Young Mothers Living with Grandmothers and Living Apart: How Neighborhood and Household Contexts Relate to Multigenerational Coresidence in African American Families

Rachel Gordon, P. Lindsay Chase-Lansdale, Jennifer Matjasko, Jeanne Brooks-Gunn 1997

Published in *Applied Developmental Science*, Volume 1, Number 2, 1997.

Although young mothers frequently share a household with their own mothers, the factors that encourage them to do so while others venture out on their own are little understood. This article explores how neighborhood and household context relate to multigenerational coresidence. The authors found that the living arrangements of young mothers are associated with resources and competition in the neighborhood and household context. When the grandmother resides in an extremely impoverished context, young adult mothers are less likely to coreside and tend to live in better surroundings themselves. Teenage mothers, however, tend to have greater dependence on the grandmother's coresidential support during the transition to parenthood. The authors discuss the implications of their findings for both policy and research.

Escaping From Poverty: What Makes a Difference for Children

P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn (editors) 1995

Published by Cambridge University Press.

This volume looks at the implications of changes in federal, state, and local policies that govern the role society plays in supporting the well-being of poor children. Four areas are addressed from policy and research perspectives: mothers' employment, fathers' involvement, child care, and health care. The book's examination of approaches includes current developments and a review of practices in colonial and nineteenth-century America. Authors from many academic disciplines and from the policy community contributed chapters to the volume, including Chapin Hall's Chase-Lansdale, also a coeditor. Chase-Lansdale's involvement was supported by the Foundation for Child Development and FCD president Barbara Blum wrote the book's foreword. Chapin Hall and the Educational Testing Service provided institutional support for the development of the volume.

Press Syndicate of the University of Cambridge
40 West 20th Street
New York, NY 10011-4211

Young African American Multigenerational Families in Poverty: Quality of Mothering and Grandmothering

P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn, Elise Zamsky 1991

A working paper published by the Center for the Study of Urban Inequality, Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago.

The authors examined parenting practices, with regard to problem solving and disciplinary styles, in ninety-nine young low-income African American multigenerational families. They conducted in-home observations of grandmothers and young mothers interacting separately with three-year-old children. Studying the behavior of African American families in harsh social contexts, the researchers considered the role of kin, shared childrearing between mothers and grandmothers, coresidence, and adolescent parenthood. They found no effect of mothers' age at first birth on parenting, and a negative impact from grandmothers' coresidence on both mothers' and grandmothers' parenting. Yet, in families with very young mothers, coresiding grandmothers showed higher quality of parenting than grandmothers who did not reside with the young family. Overall, however, the interaction between coresidence and mother's age at first birth indicated that multigenerational families in which there were older mothers who did not reside with grandmothers were most likely to provide positive parenting.

A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare

Kenneth Cmiel 1995

Chapin Hall's dedication to children began in 1860 when it opened its doors as the Chicago Nursery and Half-Orphan Asylum, a home for children of single parents who were temporarily unable to care for them. The Asylum, which later became known as Chapin Hall, changed dramatically over the next 125 years as it tried to respond to changing policies, priorities, regulations, and theories of child welfare. In 1984, the board of Chapin Hall decided to redirect its energies and resources to establish a children's policy research center and created the Chapin Hall Center for Children at the University of Chicago. The new center's mission was — and continues to be — to provide the knowledge, analyses, and ideas necessary to improve the lives of all children, with a special emphasis on those in the child welfare system.

Published by the University of Chicago Press
11030 Langley Avenue
Chicago, IL 60628
Phone: 773/568-1550

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